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in the western addition

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R E P L A N N I N G T H E G E A R Y A R E A

in the western addition

Containing a description and an
explanation of the PRELIMINARY
REDEVELOPMENT PLAN, Project
Number One, Western Addition
Redevelopment Area

Prepared with the advice and assistance of Elmore Hutchison, Engineer,
and Vernon DeMars and Albert
Roller, Architects.

MARCH 5, 1952

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.....

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DEPARTMENT OF CITY PLANNING

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PAUL OPPERMANN
DIRECTOR OF PLANNING

JOSEPH MIGNOLA, JR.
SECRETARY

February 29, 1952

Mr. James E. Lash, Director
Redevelopment Agency
512 Golden Gate Avenue
San Francisco 2, California

Dear Mr. Lash:

The City Planning Commission has authorized and directed me to submit to the Redevelopment Agency the Preliminary Redevelopment Plan for Project Area Number One in the Western Addition Redevelopment Area. In compliance with its responsibility under the California Redevelopment Law, the City Planning Commission has selected the redevelopment project area and has formulated the Preliminary Redevelopment Plan.

I take pleasure in submitting to you this report which contains the Preliminary Plan, explains it, and relates it to the master plan for the physical development of the City and County of San Francisco.

The boundaries selected for the project area have been chosen to include such portions of the redevelopment area as preliminary joint staff discussions have indicated might be financed, under your present understanding with the Federal government. We conclude that invoking the various provisions of the California Community Redevelopment Law to redevelop this Area according to the Plan would achieve the purposes of the Law.

Use of the Redevelopment Law is necessary as part of a comprehensive program for public and private improvements in the Geary area of the Western Addition. The City Planning Commission in 1945 adopted a Land Use Plan, a Transportation and Utilities Plan, and a General Plan for Redevelopment of Blighted Areas and, in 1951, adopted a Trafficways Plan and One-Way Street Plan. These have set the framework for this comprehensive program and for the Preliminary Redevelopment Plan.

Within the redevelopment project area and adjoining it there have been proposed various public improvements essential to the redevelopment of the project area and to the general improvement of the Western Addition. These have been included in our annual Capital Improvement Program and are also described in the present report. The Preliminary Plan assumes their completion.

Rebuilding the Geary area in the Western Addition will reclaim it as an economically healthy, well functioning, and attractive part of San Francisco's cherished environment. It means better use of the land, better standards of living. It means greater opportunities for business and a greater choice of accommodations to meet present-day family needs. It means more convenient routes for transit and private automobiles. It will provide more adequate space for schools, now crowded, and better indoor and outdoor recreation facilities sorely needed in this area.

Improvements of this magnitude cannot be achieved without inconveniencing some, but your carefully worked out proposals for scheduling the program are convincing evidence that, compared with the great benefits to be derived from the improvements by all the citizens of San Francisco including the residents of the Western Addition, hardship will be minimized.

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JAMES H. TURNER
MANAGER OF UTILITIES

The supply of good-quality, low-rent, permanent accommodations in the area will be increased in number by approximately 600 apartments in the public housing now under development by the San Francisco Housing Authority. Your initiative in arranging for this housing and in indicating the size of families to be accommodated has led to a constructive answer to a most difficult rehousing problem.

Of equal importance are the scheduling plans within the redevelopment project area, which you have worked out in extensive conferences with organizations and individuals in the Western Addition. As you have shown, the traditional very rapid movement of families and single individuals into and out of dwellings in the Geary area (almost one third in a year) makes it possible to schedule acquisition and demolition when buildings, through move-outs, become largely or completely vacant.

I am mindful, also, of your factual studies which have shown that so long as a large number of new houses are being constructed in San Francisco, (as will be encouraged by the companion redevelopment project at Diamond Heights) dwellings will be vacated and made available throughout San Francisco, including many in the Western Addition. While I realize that there is a big job ahead in organizing so that these vacancies will be available to site occupants, I am confident that the efforts the Redevelopment Agency proposes to make in this regard will be effective.


I note that market value will be offered for all property acquired for redevelopment, as for all public improvements. You have previously noted that there has been some confusion on this point: it is sometimes believed that the assessed value for tax purposes will be considered the value for purchase. I am in agreement with your position that every opportunity should be taken to make clear that market value will be paid and that this is required by law.

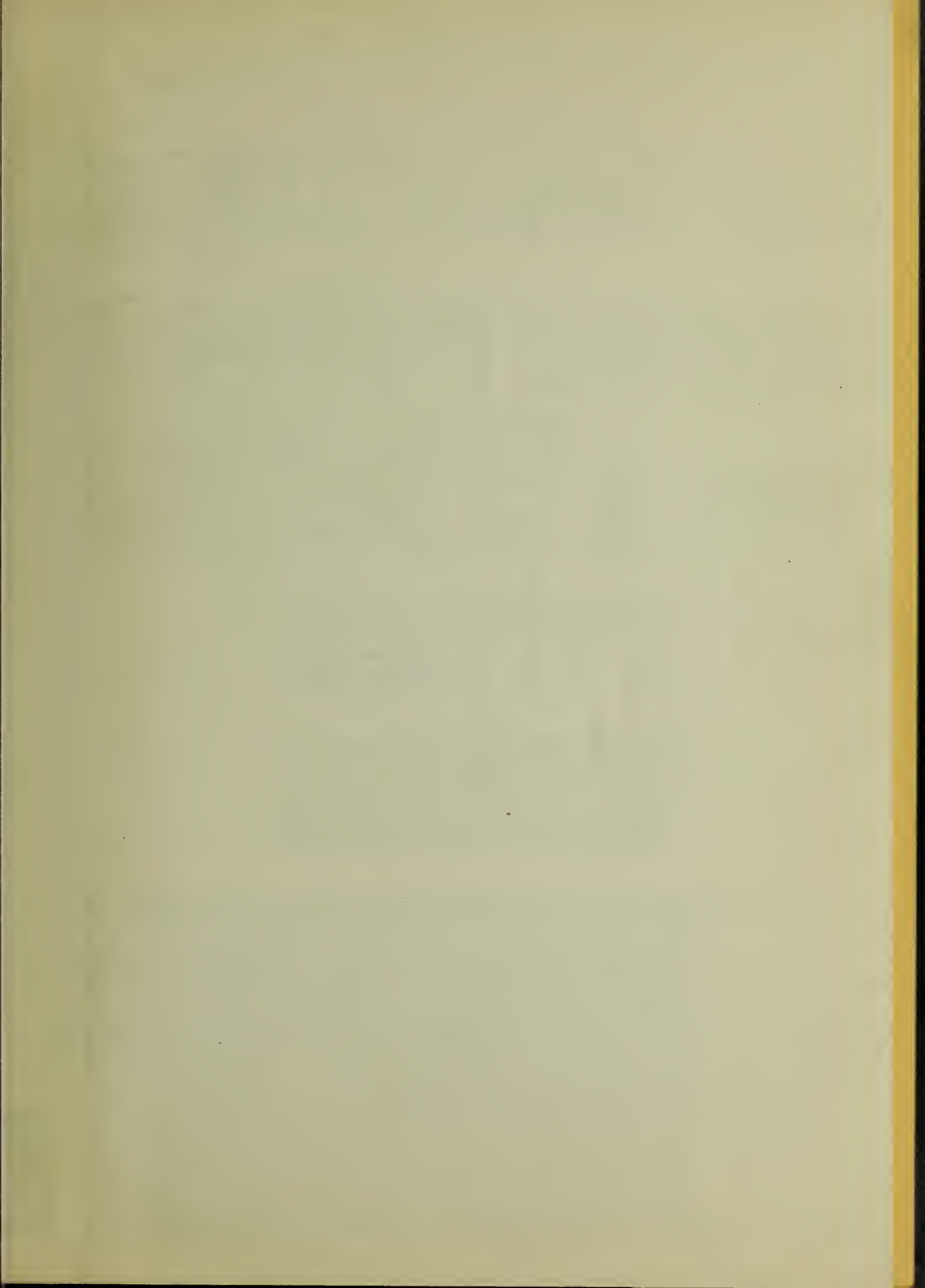
With the great prospective physical improvement in mind and in confidence that the project will prove financially sound, we are delighted to join with you in the step-by-step procedure leading toward these accomplishments. The Department of City Planning appreciated the opportunity to work with the Redevelopment Agency and its staff members assigned to this project.

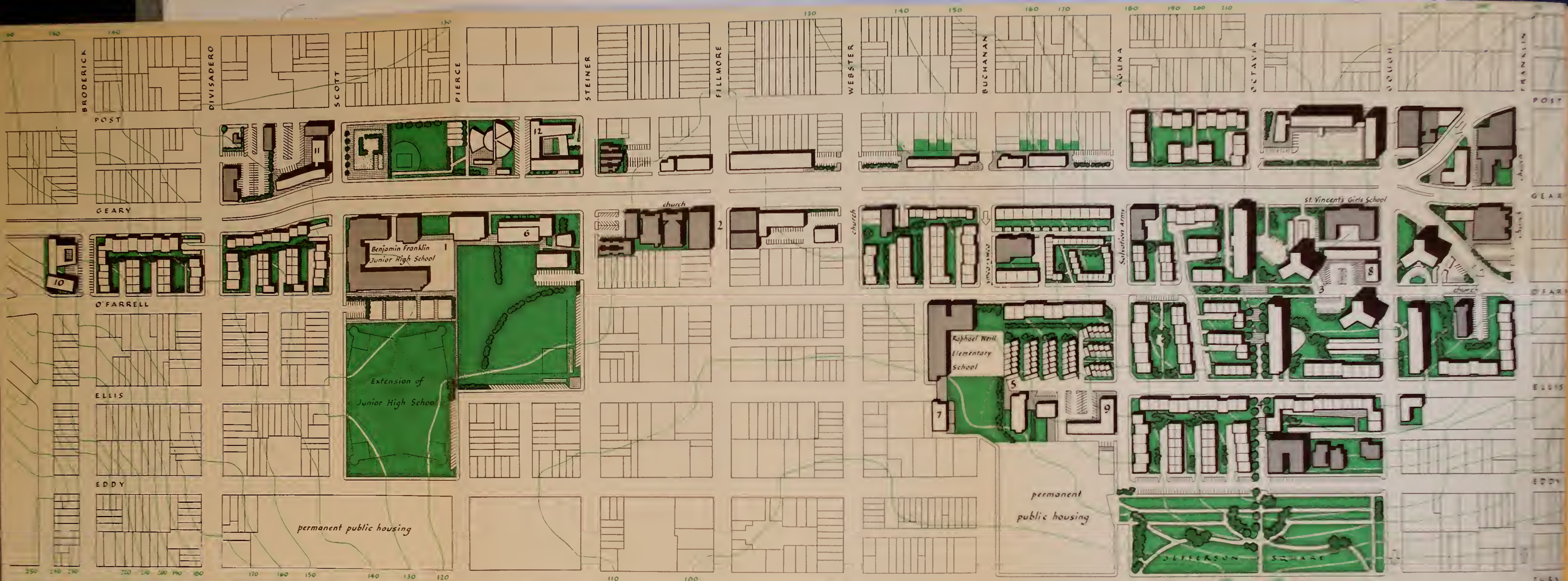
Your three distinguished consultants, Messrs. Vernon De Mars and Albert Roller, architects, and E. Elmore Hutchison, Engineer, in their advice and participation throughout, and Mr. De Mars also in making the perspective sketches, have contributed greatly to the Preliminary Plan. We have enjoyed and have profited greatly in having been associated with these gentlemen.

With best wishes for the success of this project, I am

Sincerely yours,

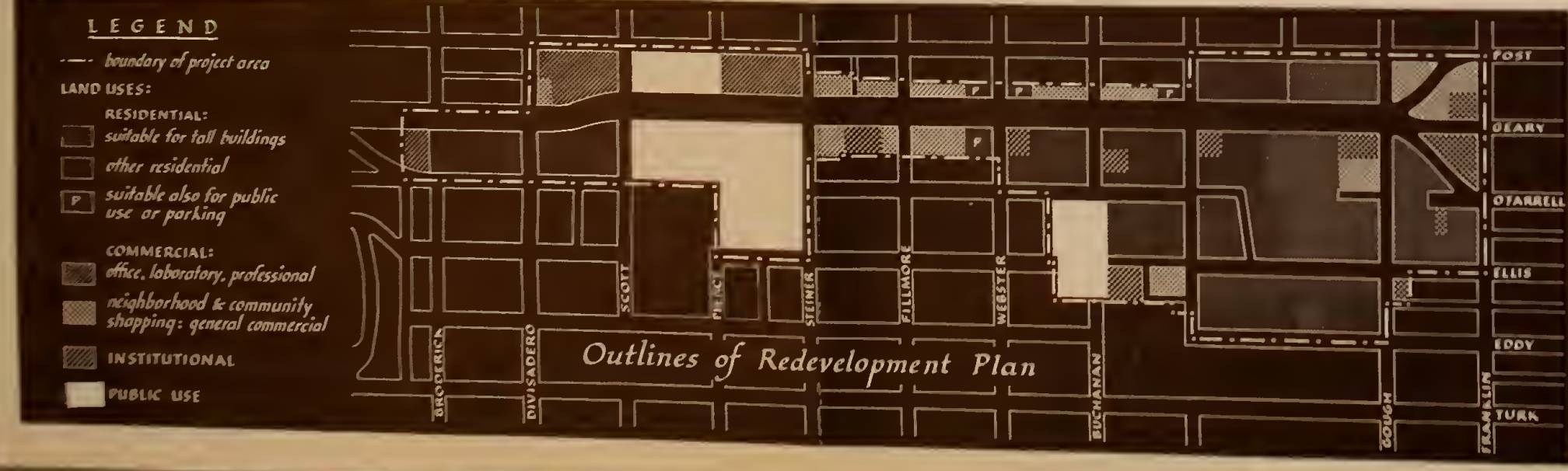
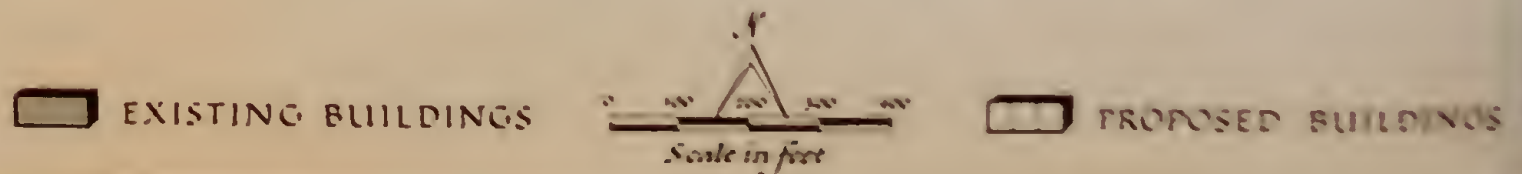

Paul Oppermann
Director of Planning





Suggested Site Development

REDEVELOPMENT PROJECT NUMBER ONE
 WESTERN ADDITION REDEVELOPMENT AREA
*also showing sites for permanent public housing and
 proposed extension of junior high school grounds*



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(Numbers in parentheses refer to figures shown on Plate 1)

Although the area along the mile-long stretch of Geary Street in the Western Addition is now blighted, it originally offered fine building sites. The old mansions and large flats have been cut into tiny apartments, traffic has increased to a noisy and dangerous degree and buildings have deteriorated.

Yet nowhere in the West is there an area with greater advantages for a wider variety of building types. A mile from Union Square and only a few blocks further from the financial center, it is convenient to all parts of the Bay Area. It rises from 100 feet above sea level to 200 feet, and provides a fine outlook, yet it is sheltered on the north and west by higher hills.

By clearing a large area, 26 blocks in extent, by widening Geary Street east of Broderick Street from 68 feet to 145 feet, by improving and extending schools, playgrounds, and other public facilities, by making available 36 acres for private residential development, five acres for institutions, and 10 acres for commerce, the area can be transformed, taking advantage of its varied opportunities.

The Preliminary Plan as formulated by the Planning Commission is contained in the Appendix. The report describes and explains the Plan. Redevelopment will forge a connecting link in the Western Addition between Anza Vista on the west and Van Ness Avenue on the east past the Benjamin Franklin Junior High School (Girls High School) (1), the Fillmore shopping district (2), the residential area on the slopes of the hill around the Octavia Street intersection, and the group of churches and schools at Gough and Franklin Streets. Present buildings will remain throughout approximately 20 per cent of the area. The rest of the area will be cleared and sold or leased.

The city's officially adopted plan of trafficways sets the framework for the development. In the Western Addition traffic and transit will be channeled along a few main arteries. Other streets can be limited to local access.

Under the Preliminary Plan some of the streets are to be closed to traffic entirely, in this way helping to create superblocks (3), (4), (5), and providing a quieter, safer, more pleasant place to live, and space for recreation and parking of cars.

Benjamin Franklin Junior High School is made the nucleus of a Community Center, with a Community Recreation Center (6), just east of it. Raphael Weill Elementary School also, is improved and its facilities extended (7). Two new neighborhood shopping centers are proposed (8), (9). Space is provided for offices, laboratories and professional buildings (10), (11), (12).

Section A of this report describes the Geary area, its physical character, the history of its development, and its present blighted condition.

Section B outlines the plans which set the framework for redevelopment planning, including the widening of Geary Street, the Community Center which Geary Street crosses, and the residential neighborhoods.

Section C first distinguishes the Western Addition Redevelopment Area, which lies south of California Street, from the larger Western Addition Community, and then describes the Geary Project Area and each of the elements of the Preliminary Redevelopment Plan, including the proposed land uses, layout of principal streets, population densities, and building intensities and standards.

Section D ties the redevelopment project to other projects for improvement of the Western Addition Community, including public low-rent housing and private rehabilitation. Architect's plans have been drawn for two nearby public low-rent housing projects which will accommodate about 2,000 persons and will be important in rehousing low-income families now living in buildings which are to be torn down.

Redevelopment of the Geary area is expected to be accomplished over a period of several years. Further opportunities in adjacent areas for private and public construction and rehabilitation are pointed out, including long-term improvement in schools and shopping centers.

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A. THE GEARY AREA

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1. The Physical Character of The Western Addition Community

A mile west of the downtown business center of San Francisco lies the Western Addition Community, a wide valley of a little more than one mile square, bordered by hills on three sides. It is bounded by Broadway on the ridge to the north and by Fell Street on the south. Van Ness Avenue runs just outside the eastern boundary. On the north and west, high land encloses the area along Pacific Heights and at Lone Mountain, with Anzavista lying just within the community and Laurel Hill just outside along Masonic and Presidio Avenues.

The terrain is adaptable to every sort of development--new apartments and hotels on the hilltops; homes, flats and walk-up apartments on the slopes; shopping and business centers on the flat ground. The area early attracted fine homes, major churches of many denominations, and hospitals, and has always been recognized as having the advantages of convenience to downtown, a sheltered climate and, from the ridges, a fine outlook over the Bay.

Important east-west trafficways traverse the Western Addition Community, linking the Richmond and Park-Presidio Communities with the downtown area. Secondary north-south thoroughfares provide access across Pacific Heights to the Marina on the north and to the geographic center of the city to the south.

2. The Development Of the Western Addition Community

Developed in the period following the Civil War as an area of large homes and sizable flats, the Western Addition did not suffer widespread destruction in the disaster of 1906 as did the portions of the city to the east. For a brief period immediately following the earthquake and fire, the area south of California Street became the City's retail center. It also became a highly congested area as residences were converted for use as boarding houses and apartments for those who had been burned out.

When business returned to the rebuilt downtown section and new homes and apartments sprang up east and west of it the Western Addition south of California Street began its long period of decline. Hasty changes made to accommodate the fire refugees proved to be permanent. Homes built for one or two families came to be used by two, three and eventually even ten times as many families. Inadequate and shared kitchens, baths, and toilets; insufficient provision for fire escapes; improvised shops in dwelling structures; rooms too small for normal occupancy - all these became characteristic of the area.

Eventually industries and warehouses entered into the competition for land. Trucks and automobiles competed for the use of the streets. New additions to old buildings tended to be flimsy and makeshift. Empty lots became unkempt.

The original street plan for the Western Addition followed the simple grid-iron scheme characteristic of most subdivisions of the mid-nineteenth century in the United States, and was an extension of the plan laid down in 1849. Streets with a uniform width of 68 feet 9 inches were mapped (including 10 or

15-foot sidewalks on either side). The blocks were laid out on a 50 vara base and measured 410 feet east and west and 275 feet north and south. Generally the blocks were divided into lots by splitting down the center, so that one row of lots faced south and the other row faced north. Occasionally along the center line an "alley", or 35-foot street was mapped separating the row of north-facing lots from those facing south. Where this was not done a group of "key" lots were often platted facing on the cross streets.

In the portion of the Western Addition south of California Street the typical residential building consists of two or three stories, is built across the entire frontage of a 25-foot lot, and extends back into the 137.5-foot depth, leaving only a small back yard. Originally some of the houses and flats were placed back from the sidewalk line, but most front directly on the sidewalk. Generally daylight enters from the north or south, from the street or backyards, and direct sunlight enters only those windows which face south, while windows with true north exposure receive no direct sunlight. This part of the Western Addition, south of California Street, was designated in 1947 by the Board of Supervisors as the first "redevelopment area" in San Francisco.

While its development pattern is not unusual in San Francisco, the Western Addition Redevelopment Area is unique in the city for the extent to which the buildings have been converted. While single-family houses on 25-foot lots ordinarily accommodate about 50 persons per acre, a typical acre of residential buildings in the Western Addition now houses more than 200 people. This has occurred through division of the houses and flats into numerous one and two-room apartments. The inadequacies of housing in the Western Addition Redevelopment Area center in these converted structures. The problem is complicated by the original development plan, the type of buildings originally placed there, and the growing volume of through traffic using its streets.

Between 1900, when most of the present residential and church buildings in the Western Addition had been completed, and 1921, when the San Francisco zoning ordinance was adopted, commercial and industrial establishments were introduced throughout the area, sometimes in groups along such streets as Fillmore, but also scattered haphazardly on residential streets. These brought noise and truck traffic.

With the growth of the residential areas to the west, the tide of commuter and business traffic rose. High traffic volumes have had a blighting effect on the living qualities of the area, and this problem must be solved in replanning.

3. Existing Conditions in the Geary Area

The changes which have come to the Western Addition have been a downward spiral, marked by overcrowding of the land, overcrowding of structures, deterioration, and discouragement -- resulting in further deterioration. Recent surveys have shown how this process has culminated in blight with its consequences of ill-health, accidents, fires, delinquency, excessive municipal costs and deficient property tax revenues. Included in these surveys are the following:

Real Property Inventory of San Francisco (Showing conditions in 1939)

Housing Analytical Maps, San Francisco (Part of the 1940 Census)

The Redevelopment of Blighted Areas (Based in part on the Real Property Inventory and 1940 Census and showing, also, condemned buildings, fires, major offenses known to the police, juvenile delinquency, social service cases and costs, and assessed values, and concluding with maps showing general areas in which conditions indicative of blight were found, and critical areas blighted or threatened by blight and scheduled for special study);

Western Addition District Redevelopment Survey (1947)

(The area surveyed included about half of the area of the Western Addition Community, housing about 50,000 persons. The survey showed that 44 per cent of the family dwelling units did not have exclusive use of toilet, bathing, and installed cooking facilities, and concluded, "The mixture of uses, the crowding together of buildings, the lack of play space for children, and the old-fashioned street pattern with its hazardous intersections doom the area to further decline, so that it is only a matter of time until most of it does become a slum.");

The Condition of Residential Areas (1949)

(A map showing "arrested areas"; wartime temporary housing projects; and other residential blocks in terms of the condition of their structures, such neighborhood conditions as street pattern, traffic, mixed residential and industrial uses, high land-coverage, and tuberculosis, juvenile delinquency, crime, excessive need for social service, and high tax delinquency);

An Appraisal of the Quality of Housing and Environment, Divisadero and Jefferson Square Districts in the Western Addition, San Francisco, California (1951).

The earlier surveys had shown that the Western Addition south of California Street is one of the areas suffering most from physical deterioration and were the basis for designation by the Mayor and Board of Supervisors on August 3, 1948, of the redevelopment area. Under the California Community Redevelopment Law this is the first step in bringing to bear the provisions of the Law to help in rebuilding a blighted area. The surveys also pointed up the concentration of blight along Geary Street and in the vicinity of Jefferson Square.

It was clear from the surveys that early effort was called for in the Western Addition Redevelopment Area. To make doubly sure, with up-to-date information, of the extent of the blight (and also to obtain information on size of families to help in planning eventual rehousing) a sample survey was conducted along Geary Street between Broderick Street on the west and Franklin Street on the east, extending down the slope between Geary Street and Jefferson Square, and also into the blocks south of Benjamin Franklin Junior High School (Girls High School) at Scott and Geary Streets. The sample survey utilized the techniques developed by the American Public Health Association and thoroughly covered conditions in the dwelling, in whole structures, and in the neighborhoods. It was conducted by staff members of the Department of Health, the Department of City Planning, and the Redevelopment Agency, which also financed and supervised tabulation and analysis of the results. With minor modifications, the area of this survey was the area for which suggested site development is shown on Plate 1.

The buildings were originally well constructed and designed to house from one to six families. A majority of them have been divided into one and two-room units without proper sanitary and cooking facilities, so that 40 per cent of the buildings house more than twice as many families as designed for.

Nearly two-thirds, or about 2,100 of the dwellings are described in the report as rating in the lowest two of five classes, and nearly 40 per cent are rated in the lowest class. The survey showed that 80 per cent of the small apartments, most of which were in converted structures ranked in the two lowest classes.

The principal deficiencies of the district are the result of crowding too many apartments into buildings not designed for them. More than half of the apartments do not have adequate toilet facilities, as many as 15 sharing one toilet. Similarly more than half of the dwellings lack a private bath. Kitchen facilities are inadequate in nearly half. More than half of the dwellings have no installed heater in at least half of their rooms, and one-sixth of the dwellings have no installed heat at all. Two-thirds of the dwellings are reported to contain rooms too small to meet reasonable standards of normal occupancy. Although 95 per cent of the structures are of wood, one-third of the dwellings fail to meet the standard of two separate exits in case of fire.

The specific types of deficiencies are the result of the difficult practical problems faced by the owners: The buildings are large and old and the cost of repair and modernization is high; installation of expensive bathroom and kitchen facilities is almost always required. Traditionally dwelling places are provided by dividing the house into smaller and smaller apartments, by carving them out of basement or attic space, or by extending the building toward the rear of the lot. The new apartments are added with only the most make shift modernization, and baths and kitchens are shared by more families.

As the survey indicates, there are two theoretical rehabilitation opportunities:

- (1) To bring the present small apartments up to standard by installing the required facilities and overcoming structural deterioration.
- (2) To return the structures to their original character as large flats and homes.

The first would require meeting legal requirements for an apartment house under the State Housing Act. In meeting these requirements the buildings would have to undergo major physical changes. A typical problem is to find space in already small apartments for the required toilets. Another is the one-room apartment: it is illegal to cook and sleep in the same room.

The survey showed that 30 per cent of the buildings are seriously deteriorated. Where there is fundamental deterioration of the structure, superficial repairs are insufficient. Similarly, where buildings do not meet yard, court and vent-shaft requirements expensive major structural changes would be required in exterior walls. Substandard ceiling heights in attic and basement apartments, illegal occupancy of basements or of four floors in a frame building, are additional examples of the difficulty.

The possibilities of rehabilitation were carefully examined in a study of a block of three-story apartment houses which appeared from exterior appearance to lend themselves to rehabilitation. Experienced inspectors and appraisers studied the possibilities. The report described the inadequacies found, and the conditions which could not be permitted to continue after rehabilitation, under the State Housing Act. The report concluded it was a "hopeless block for rehabilitation of a type which would house approximately the same number of people in multi-family buildings."

In addition to such conditions as the failure to provide fire escapes, to remove closets from under wooden stairs, to vent gas ranges, and to board up transoms opening on public halls, a large number were found which would require reduced occupancy or important structural change. These include:

1. Basement occupancy;
2. Insufficient open lot area;
3. Inadequately small light courts;
4. Failure to provide unobstructed access from the rear yard of an apartment house to the street;
5. Occupancy of rooms with substandard dimensions;
6. Public hallways of less than minimum width;
7. Public stairs of less than minimum width;
8. Failure to carry stairs nearest main entrance of apartment building all the way to the roof;
9. Failure to meet even the generous requirement which permits buildings built before 1923 to have only one bath or shower for every five apartments and one toilet for every three;
10. Window, or windows, on property line.

It has not proved economic to make the major structural changes required in removing these violations. Reconstruction would be extremely expensive and would require that the apartments then command rents sufficiently high to pay for the thorough-going modernization.

It is especially difficult to do this in a neighborhood so depressed and poorly maintained that neighboring owners have long since become discouraged. It is not at all helpful in renting a modernized apartment to exhibit dingy surroundings, mixed shops and apartments in makeshift quarters, noise and danger of heavy traffic, frequent visits of the fire department, and rubbish-littered empty lots. That owners have not successfully met such odds is indicated by the average monthly rent of \$35 found by the survey in this area.

Nor is it economic to return structures to their original use. While it is plausible that the larger apartments thus created would then have their own sanitary and cooking facilities and illegal occupancy would terminate, the structural violations would not all be cleared up simply by reconversion and, in any case, the financial problem would be serious. For example:

A certain three-family structure which has been converted to 17 units, with heat and furniture included in rent, produces a gross income of \$492.00 per month. Upon returning to a three-family structure each unit would have to rent in the neighborhood of \$160.00 per month if the owner were to maintain his income level from the building. Even if this rent could be obtained, net income or return on investment would be substantially reduced, if not altogether wiped out, by financing costs for the remodeling operation.

Obviously, the proposal to return the area to its original character -- single-family buildings and five and six-room flats -- is economically impractical. The one and two-room apartments with relatively low rents, populated by households of one or two persons, were provided in answer to a popular demand for small apartments in an area with good transportation close to the downtown section. It is doubtful if even during a period of housing shortage there is a large group of families with several children who want five or six-room dwellings in this neighborhood as it now is, blighted and overbuilt. Certainly there is little effective demand for large, old-fashioned flats in a run-down district at rents of \$150.00 and up.

Since neither reconversion, nor correction of the violation in the existing small apartments appears feasible, large-scale demolition and rebuilding is clearly indicated. This does not mean that a few buildings might not remain and be rehabilitated. Individual study has so far indicated some buildings which could be economically retained without interfering with overall site planning and rebuilding. Rehabilitation might be feasible also in districts not included in the survey. But a major program of rehabilitation in the Geary area of the Western Addition is not economic or practical.

Instead of modernization of either of the above types there is the traditional practice: more conversion and extension of buildings and occupancy of cellar and attic leading to higher and higher population density per structure. The process has resulted in an average density of 20⁴ persons to the residential acre on the average (530 persons in a wholly residential block). It is a process by which old mansions designed for a family of 3, and two servants, now house 30, and even 50 persons.

As time goes on, each of the expedients backfires: the extension of the building back into the lot puts more windows facing into those of adjoining buildings, with little privacy or light (if the blinds are drawn light is further reduced). Cutting the house into smaller apartments means sharing of toilets, of kitchens, inadequate food storage equipment, use of washbasins for kitchen sinks, overloading of electrical wiring, and many other insanitary, dangerous and awkward makeshifts. Possibly worst of all, basement occupancy frequently means occupancy of unlighted, unventilated rooms.

The relationship of all this to tuberculosis, dysentery, "flu," common colds, accidents, fires and a psychology of defeatism is not difficult to trace and these questions of health, safety, and welfare are a well-established constitutional basis for remedial action.

B. PLANS FOR BUILDING IN THE GEARY AREA

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Within the area along Geary Street in the Western Addition Community a number of recent and proposed projects will aid in arresting the blighting process and in reclaiming the area for healthy living. These improvements include trafficways, school and recreation projects, and residential, commercial and institutional developments which will improve the Community's major shopping district and the residential neighborhoods.

1. Trafficways

Because of its location between the downtown area and the large residential population to the west, the Geary area now serves as a corridor, and will be greatly affected by the completion of the major lines in the long-term, comprehensive plan for trafficways.

The major elements of the Trafficways Plan affecting traffic in the Geary area are:

a. The Panhandle Freeway. This major trafficway will form the southern boundary of the Western Addition Community, and will carry the bulk of the east-west through-traffic between the downtown and the Sunset and Lake Merced areas. Those areas and the Peninsula will also be served by the Mission Freeway. The Panhandle Freeway with its connecting routes to the west will have a traffic-carrying capacity greater than that of all the surface routes through the Western Addition Community.

The Panhandle Freeway will carry the greater part of the increasing traffic through the Western Addition from the west and south. Traffic between San Francisco and Marin County, which is also rapidly growing, is accommodated north of the Western Addition Community and will not greatly affect it. With northern and southern traffic so accommodated, the major function of east-west through-streets in the Geary area is to connect the Richmond and Outer Richmond Communities with the downtown area.

b. Geary Street Widening. The widening and improvement of Geary Street to meet expressway standards is one of the few street-widening projects in the adopted Trafficways Plan. It has been proposed by the Department of Public Works for inclusion in the Capital Improvement Program. Geary Street is already 125 feet wide west of Broderick Street. The project will widen another mile closer to the downtown area, ending at Gough Street where diagonal streets will connect north to Post Street and south to O'Farrell Street. The latter pair are proposed as one-way streets from Franklin Street east to lower Market Street, and neither will require widening.

The Geary widening project passes through much of the worst blight in the Western Addition, and is a major factor in planning for the elimination of the blight.

With the completion of the Panhandle Freeway, the Geary Street widening, and the improvement of California and McAllister Streets, which are the other

east-west through traffic routes in the Western Addition, there will be sufficient capacity to carry estimated future east-west traffic through the Western Addition, as has been shown in earlier reports, including Staff Report to the Redevelopment Agency on Estimates of Traffic Volumes and Required Design Capacities of Trafficways in the Western Addition Community.

c. The Central Freeway. This major north-south link in the belt around the downtown area will distribute traffic between the downtown area and the major routes to the south, west and north, and to the Bay Bridge. The route parallels Van Ness Avenue. Until the Central Freeway is constructed Franklin and Gough Streets as a one-way pair will help carry the growing north-south load through the Western Addition. Plans for access to redeveloped areas adjacent to these streets must take account of the one-way limitation on circulation.

d. Webster Street Widening. Divisadero, already an 80-foot street, Masonic Avenue, a four-lane thoroughfare widened in some portions and Webster Street, to be widened, also serve to carry the north-south traffic. Designation of Webster Street as the future major north-south traffic route between Gough and Divisadero Streets makes it desirable that any new development along Webster Street be set back. This also offers a future opportunity for clearance of blighted structures along Webster Street in the Western Addition.

2. The Community Center

Each "community", in the land use studies of the Department of City Planning, is composed of residential neighborhoods grouped around major service facilities such as a high school, junior high school, community playfield, large park, and major shopping center. Community boundaries are determined by natural or man-made barriers, including freeways.

The land use plans of the Department of City Planning are based in part on the principle that major educational and recreational facilities should be located on a central site within each community. A prototype for this integrated facility is the center to be constructed in the Sunset Community.

Two major community facilities suitable for a Community Center have been proposed to serve the entire Western Addition Community, the residence of 90,000 persons.

a. Benjamin Franklin Junior High School, to be converted on an extended site from the present Girls High School, is part of the school expansion program of the San Francisco Unified School District as indicated in the Capital Improvement Program. In order to bring the site into conformity with accepted junior high school playground standards, an additional area eventually will be required to accommodate softball and other field sports.

b. A Major Recreational Facility, including gymnasium, swimming pool, club-rooms and offices, and outdoor facilities in the Hamilton Playground area has been for some years part of the recreation program and it is expected that it will be financed wholly or in part from bond funds available to the Recreation and Park Department. Because the widening of Geary Street will reduce the area of the present Hamilton Playground, there is a critical need for land to accommodate the expansion. A solution to this problem is proposed in Section C.

The adopted master plan of land use calls for an increase in the playgrounds and school grounds of the Western Addition, a considerable part of this increase to be in the form of major facilities such as are now proposed for the Community Center. Since the area to the north as well as to the south of Geary Street is blighted, these programs will contribute to the removal of blight.

3. The Community Shopping District

Along the flat part of Fillmore Street between the hill south of Fulton Street and the gently shelving slope north of Sutter Street lies the Western Addition Community shopping center. North of Geary Street it extends further west, to Pierce Street, and to the east, it nearly joins with the shopping district centering on Buchanan and Post Streets. South of Geary Street, it extends for varying distances up to a block on either side of Fillmore.

South of the large new market which has just been completed between Turk and Golden Gate, Fillmore Street takes on the character of a neighborhood shopping center. Indeed, there is some tendency for neighborhood type stores and small branch banks to develop around each of the intersections where east-west transit lines cross Fillmore. These include the lines on Sutter, Geary and Eddy Streets, the limited stop service on Golden Gate Avenue, and the McAllister Street lines. The long-term transit plans continue Sutter, Geary and McAllister Streets as the major transit routes and place one local line on the streets between Geary and McAllister. Within this general framework it should be possible for merchants to make long term plans so that retail facilities are properly related to the transit stops.

The improvement of an important shopping district such as this one is largely a process of action by the merchants and property owners, acting individually and through their organizations. The continuous process of modernization of individual stores in the rest of the Fillmore Shopping district must not be forgotten in assessing the forces at work in rebuilding the Geary area, and there is much to be done in arranging for parking and truck-loading space, in rezoning, and in improving pedestrian circulation in the area. While it is here proposed that redevelopment powers be invoked only in the Geary area, redevelopment should encourage and stimulate further action in adjacent sections.

The widening of Geary Street can contribute to the attractiveness and to the improvement of business in the Fillmore shopping district by providing better access for customers from a wide area. If more customers arrive by automobile the present lack of parking lots available to the public and serving the Fillmore district near Geary Street will become recognized as a problem. It is therefore increasingly important that adequate off-street parking be provided. Similarly, the lack of off-street truck-loading space, which leads to congestion on the streets, shows the need for such facilities accompanying new commercial development in the area.

4. The Residential Neighborhoods Bordering Geary Street in the Western Addition.

While the area bordering Geary Street is an appropriate place for important community-wide facilities, most of the Geary area is proposed in the land use plan to continue in residential land use. In the studies of the Department of City Planning, the residential areas of the city have been divided into neigh-

borhoods, the primary units for planning schools, playgrounds, a shopping center and local streets. Exclusion of through-traffic from each neighborhood is an important objective, and requires that major streets carry through-traffic between and around neighborhoods. Therefore, neighborhood boundaries consist largely of such major streets.

Planning studies show six neighborhoods bordering Geary Street in the Western Addition. Three lie north of Geary Street, between it and California Street, and three lie to the south, between Geary and McAllister Street. Divisadero and Webster Streets are the other boundary streets.

Each of these six neighborhoods, with the exception of the one north of Geary Street and east of Webster Street, has an elementary school. With the improvement of designated streets to carry increased traffic loads around neighborhoods, it is feasible from a traffic standpoint to close the local streets to through-traffic and thereby permit children to walk to and from school free of traffic dangers. However, when ownerships are divided along a block it is generally impossible to get unanimous agreement for closing a street. The opportunity to close streets to through-traffic comes when an area is in one ownership as during redevelopment.

In the Anzavista neighborhood, south of Geary Street and west of Divisadero Street, there was a recent opportunity to subdivide for residential purposes land formerly in single ownership as a cemetery. The local street plan which was there adopted illustrates the principle of integration with the surrounding street pattern, while at the same time discouraging through-traffic by eliminating at least one block of street area along each local street.

Not only the Anzavista residential development itself but the Sears Roebuck store, the new elementary school near Masonic Avenue, the new Maimonides and enlarged Mt. Zion Hospitals, and the proposed Permanente Hospital on Geary Street all are evidence of improvement which can occur in the Western Addition once large buildable parcels are made available on an improved local street system as part of an areawide rebuilding program.

Within the other neighborhoods, also, improvements are planned which can help to replace blight and to encourage further improvement. A number of the churches and parochial schools between Geary Street and Jefferson Square are among the most substantial buildings in the Western Addition, even without further improvement. Several of these intend to expand.

Another major land holder in the Western Addition Redevelopment Area is the San Francisco Housing Authority which operates Westside Courts at Post and Broderick Streets, an apartment house development to serve low income families at low rents, and a number of smaller temporary developments within the area. The Board of Supervisors has approved two additional sites for low-rent housing, one in each of the two neighborhoods south of Geary Street between Van Ness Avenue and Divisadero Street. Each site comes to just under two blocks, and the two will house a total of about 600 families. These projects will clear blighted blocks and provide low-rent accommodations. Appraisals have been made looking to early acquisition, architectural drawings are now being prepared, and the two developments are scheduled for early completion in the Authority's program.

5. A Program of Improvement in the Geary Area

Despite the many improvements completed, underway, and proposed for the Western Addition near Geary Street, even all these separated projects together cannot reclaim the large area of blight. There must be a comprehensive plan and a concerted program.

Authorization for preparing and maintaining a master plan was given the Department of City Planning in 1932. A master plan containing sections on transportation, land use, and redevelopment was adopted in 1945 to meet the requirements of the California Community Redevelopment Law. Postwar revisions adopted by the City Planning Commission include the Trafficways Plan and the Plan of One-Way Streets, and recent staff studies of land use have been made for the city and for each of its communities. These are all general plans and leave room for intensive planning of individual projects. The plan which is the chief subject of this report, the Preliminary Redevelopment Plan for Project Area Number One, also is a general plan leaving the detailed planning of minor streets and all building plans to the Redevelopment Agency and cooperating private and public agencies.

During the period while master plan studies have been underway a workable redevelopment program has been developed for participation by private enterprise. The California Community Redevelopment Act, passed in 1945, empowered cities, through their redevelopment agencies, to purchase property in blighted areas (by condemnation, if necessary), to modify, close, and lay out new streets, to replat the area, and to sell or lease the land to private developers at its fair value for the proposed uses.

In the Western Addition Redevelopment Area, so designated by the Board of Supervisors in 1948, the Geary Area is the first project area for which a Preliminary Plan has been prepared. The work was performed by the Department of City Planning under work order from the Redevelopment Agency with the active participation of Redevelopment Agency staff and consultants. The preceding text has outlined the plans and development projects which have set the physical framework for the Plan. The map and text constituting the Plan are printed in Appendix A. The following Section explains the Plan.



C. THE PRELIMINARY REDEVELOPMENT PLAN FOR PROJECT AREA NUMBER ONE *

1. Extent of the Project Area

Redevelopment of the blighted core of the Western Addition Community affords an opportunity for effectively replacing present blight by a healthy, well-functioning and efficient living environment of homes, schools, churches, shops, and playgrounds. Redevelopment will also facilitate the widening and improvement of Geary Street across the entire Western Addition as a necessary part of the adopted Trafficways Plan and make possible the redesign of other streets for local access.

Within the large blighted area in the Western Addition Redevelopment Area, Redevelopment Project Area Number One has been selected with three major objectives in mind in determining its extent:

- a. To eliminate as many blocks of the worst blight in the Western Addition as possible under available financing.
- b. To facilitate the development of planned public improvements in the Western Addition, including the Geary Street widening and the Community Center.
- c. In a previously blighted area, to provide a well planned environment attractive for private investment in new construction. To free it from adverse effects from adjoining blight by extending and strengthening adjoining areas which are attractive for investment.

The way these factors have guided delineation of the project area is outlined below.

- a. First of all, Project Area Number One is blighted. As reported in Section A, it includes many of the blocks of worst blight within the Western Addition Redevelopment Area.
- b. The Geary Street widening project, as an integral part of the improvement program, requires the inclusion, within the project area, of properties fronting on both sides of Geary. This permits future development along its margins to be properly related both to the expressway and to adjoining properties.

Taking of part of Hamilton playground for the Geary widening requires that other nearby land be made available for community recreation. Therefore, the project area includes sufficient land just south of Geary Street and adjacent to Benjamin Franklin Junior High School (Girls High School) for development of a new recreation center for the Western Addition Community.

* The map (Part 1) and the text (Part 2) constituting the Preliminary Plan as adopted by the City Planning Commission are carried as the Appendix to this report.

c. Because the land which can be redeveloped with the money available under present arrangements with the Federal government is less than the entire area of blight, the boundaries are drawn so as to minimize the effect which unreclaimed adjoining blighted property might continue to exert on newly redeveloped areas. The project area adjoins and extends areas characterized by sound and stable development.

Whenever possible, new and well constructed structures, large public or institutional uses, parks and playgrounds have been selected to serve as boundaries. In instances in which it is impossible to avoid a blighted boundary area, new commercial uses, parking areas and hotels rather than residential structures, may be located at the boundaries. Adjoining blight ordinarily does not discourage commercial construction to the extent it may deter residential development.

On the eastern border of the project area the redeveloped areas will face a number of substantial existing apartment buildings on Franklin Street and, nearby, Chancellery of St. Mary's Cathedral. Thus, the plan proposes to extend the redeveloped area sufficiently far so that the environment will then be attractive for new investment.

A group of institutional buildings frame the southeast corner of the project area, including Sacred Heart High School, the Family and Children's Agency, and St. Paulus Lutheran church and school.

To the south, Jefferson Square and Margaret S. Hayward Playground form a most effective buffer between the proposed new development and the old residential areas. The public housing development which will be built west of Jefferson Square will eliminate the block and a half of unsightly housing which now creates a depressing outlook there. The Glad Tidings Temple and residence building, and the enlarged Raphael Weill School site provide buffers between the proposed new development and the blighted area along Webster Street.

The widening of Geary Street requires the acquisition of the strip of land parcels (on the north side of the street). Where the portions of these parcels not required for the street itself are to be devoted to residential development and in blocks where dilapidated structures adjoin, entire block areas are included within the boundary of the project. Examples of this are the two blocks between Laguna and Gough Streets adjoining Geary Street on the north, the two between Broderick and Scott Streets, and the one between Webster and Buchanan Streets on the south side of Geary Street.

Only a narrow strip is included along Geary Street where the predominant proposed uses are commercial or parking, as between Steiner and Webster Streets, and along the north side in the two additional blocks from Webster to Laguna Street. These all adjoin the community shopping center and should serve to improve it.

The northwestern corner of the project area at Divisadero and Geary Streets adjoins present blighted residential areas but is also contiguous to the Mt. Zion Hospital group on Post Street. Between Geary and Post Streets east of Divisadero the development will be commercial, medical, and similar. This type of development should not be adversely affected by the condition of property across Divisadero Street.

2. Principal Streets

The development of Geary Street, widened and improved to meet expressway standards to carry east-west traffic through the Western Addition, and the conversion of Franklin and Gough to one-way operation permit subordinating parallel streets to local access purposes and closing some of them to traffic. This specialization in the use of streets benefits automobile drivers throughout the city as well as residents of the area. The modifications of the circulation pattern are proposed to conform with accepted principles of land organization and traffic flow. As previously described, virtually every street in the Western Addition now carries through-traffic, the area acting as a broad corridor to and from the downtown business district. The presence of heavy traffic within the residential areas has been detrimental in terms of safety, convenience, and livability.

The organization of the living areas into neighborhoods proposes instead, that through-traffic be encouraged to use streets located between neighborhoods, including Geary, Webster, and Divisadero. The pattern of streets for automobiles and transit indicated in Plates 1 and 5 allows most children to go from home to school or play, and shoppers to walk to the neighborhood stores, without crossing heavy traffic. Because of differences in street width, and of signalization, through-traffic is encouraged to take the major routes.

Within the neighborhoods, adjoining blocks are combined to form superblocks. By such means former street areas for a distance of a block or two are made available for planted quiet areas where people can meet and mothers can take their babies, where small children can find wide spaces to play, without crossing a street. Other portions are used for parking and walk-ways.

Where streets are closed utility easements will be maintained, together with heavy-duty, hard-surface walks for access by emergency vehicles. The elimination of traffic on these streets permits more flexible and efficient land development in the superblocks, (with advantages for building described in the section on residential standards), and also makes the open portions of the street more efficient for local access and parking.

The widening and improving of Geary Street will permit the restriction of traffic on O'Farrell and Ellis Streets which run parallel. They will be closed in portions. In addition, Eddy Street is proposed for closing within the Jefferson Square public housing area just outside the project. Of the north-south streets within the Geary area only Gough, Webster, Fillmore and Divisadero Streets are to continue as through routes in their total length through the area. Of these, Fillmore Street will continue to serve as the chief community shopping and transit street, while the others will carry through-traffic.

Under the plan, major transit routes linking the area with other sections of the city will continue along Geary Street and along Divisadero and Fillmore Streets, as at present. A local line providing service to the downtown business center will traverse the area from east to west along streets between Geary and McAllister.

The Preliminary Plan follows the Trafficways Plan in designating as principal arterials for north-south through-traffic Gough and Franklin as a one-way pair in the east, Webster Street in the center, and Divisadero Street in the western part of the project area. Other north-south streets provide local

access. To achieve expressway standards on Geary Street only a limited number of north-south intersections are permitted. Generally, these require signalized vehicular intersections, and other signalized crossings may be provided for pedestrians only, at Laguna and Pierce Streets. Octavia Street is to be eliminated as a traffic artery within the project area. Buchanan Street south of O'Farrell is to be incorporated into the enlarged Raphael Weill elementary school site.

In conclusion, the layout of principal streets proposed in the Preliminary Plan provides effective circulation for the project area and at the same time leaves open spaces that will add to the amenities of living. The area is well served by primary, through streets connecting it with other parts of the city, by local streets providing access to its residential and commercial sectors, and by local and through transit lines furnishing direct service to the principal city-wide working and shopping areas. In addition, it makes possible the creation of large areas free of through-traffic and suitable for redevelopment at high standards of safety, efficiency and livability.

3. Proposed Land Use.

The land use pattern for Project Area Number One closely follows the general recommendations of the land use section of the master plan and the Western Addition Community studies of the Department of City Planning. Table 1 on the following page compares the area at present in each land use with that proposed by the Preliminary Plan. The table indicates that residential use is proposed to continue as the predominant use and shows that the other principal types of land use also have not been materially changed in extent. Provision is made for needed public improvements including the Geary Street widening, the Raphael Weill school expansion, the community center development, and for commercial uses. The development is accommodated by using vacant parcels, eliminating undesirable industrial uses, and principally by effective use of existing street areas not required under the proposed improved circulation plan.

a. Residential Areas

The close-in location of the project area in relation to the downtown business center and its proximity to good transportation facilities indicate that the area, when redeveloped, will be highly desirable for residential use for families of all sizes but especially for small families and single persons. As the primary residential need will be of this character the predominant type of dwelling unit will be of small size.

The residential area of highest density within the project area (Class M-5, permitting multi-story apartment buildings) is confined to the hilltop area around the intersection of Geary and Gough Streets. This area has the advantages of close-in location, proximity to transportation, and a fine outlook. A total of 11.5 acres are made available for this type of residential structure. The proper arrangement of buildings and open space, as described in the section on residential standards, will assure a desirable urban living environment for persons preferring apartment-house living.

An area for multi-family structures of limited height is proposed south and west of the highest density area, as shown on the plan. The location of

Table 1

USE OF LAND IN PROJECT AREA NUMBER ONE, WESTERN ADDITION

(In Acres)

	At Present	Proposed
<u>Gross Area, Including Streets</u>	<u>99</u>	<u>99.2</u>
Streets	32	33.1
<u>Total Net Area, Excluding Streets</u>	<u>67*</u>	<u>66.1</u>
Residential	39	36.2
At M-4 Standards		(24.7)
At M-5 Standards		(11.5)
Commercial	10	10.4
General Commercial		(.9)
Community Shopping		(3.7)
Neighborhood Shopping		(1.3)
Office, Laboratory, and Professional		(4.5)
Institutional	3	4.5
Public	9	15.0
Industrial	3	0.0
Vacant	3	0.0

* Existing Land Use in San Francisco - 1948 (Planning Monograph Number 10, San Francisco Department of City Planning, 1951), and block cards from 1948 survey.

lower buildings on these sloping sites prevents blocking of the views from the hilltop. A total of 24.7 acres is proposed for limited height buildings on the slopes and in the area west of Scott Street. Building types will be three-story walkup apartments, two-story income properties, and groups of single-family row houses for rent. Families with children could be well accommodated in this type of residential area which maintains higher living space standards for each family, and which is more closely related to school and playground areas.

The proposed residential areas allow for the development of a well integrated site design which will do much to enhance the desirability of these areas for residential development. The elimination of certain unnecessary streets and their conversion to malls and open spaces, principally in the higher density areas, provides for a more efficient utilization of land, a more effective and integrated design, and an enhanced living environment.

b. Commercial Areas

Commercial areas within the project area are divided into four categories depending upon the general type of activity. Studies of the area required for neighborhood shops have indicated little change in total area, reflecting the expected increase in purchasing power on the one hand, and more efficient use of store space on the other. Two neighborhood centers are proposed for the eastern portion of the project area. One of these, of approximately 25,000 square feet, is at Gough and O'Farrell Streets at the center of the hilltop residential area, while a second neighborhood shopping center of approximately equal size at Ellis and Laguna Streets serves the M-4 residential and public housing areas at a lower elevation.

The location and character of the upper site permits residential use above the ground floor shops. Customers will be concentrated around it at high residential densities, somewhere between 190 and 250 persons per acre. Stores here will serve two and three-person families and single persons, probably will stress apartment delivery service, and will cater to the walk-in trade. Because Gough Street is one way it cannot be anticipated that much vehicular trade from the area south of the neighborhood will be attracted here. Parking space for between 20 and 25 cars is called for and will be adequate for a neighborhood shopping center in such a location.

Suitably located here would be a grocery, meat market, delicatessen, bakery, and restaurant, and some service shops such as cleaning and laundry pickup, shoe repair, barber, and beauty shops, together with some other miscellaneous shops. Some doctors' and dentists' offices could well be located here, probably on floors over stores or on the ground floor of apartment buildings.

The neighborhood shops at the downhill location at Laguna and Ellis Streets will be part of a neighborhood center, where there is also space for the Raphael Weill elementary school with its enrollment of 600 to 700 pupils, and for a church and nursery school or other neighborhood facilities. The residents of the superblocks along Ellis and O'Farrell Streets will have easy access to the center, which will also be convenient for passengers on the local transit line which will have a stop adjoining the center. Stores suitable to such a center, catering to family needs, include a market, a drug store, a housewares or hardware store, and such personal service shops as

barber, beauty, and cleaning pickup. A soda fountain or restaurant can be anticipated.

The project area also includes portions of the community shopping center, and citywide commercial districts. The Fillmore-Geary intersection is a part of the larger Fillmore shopping center and the commercial core of the Western Addition. Space will be provided for new stores along Geary Street in the blocks adjoining Fillmore. Other commercial sites will be closely tied in with the commercial center at Post and Buchanan Streets, which contains a number of stores specializing in Japanese goods; and the block north of Geary between Gough and Franklin Streets is tied to the Van Ness Avenue commercial development.

Inclusion of the narrow strip of land on the south side of Geary near Fillmore makes possible clearance and redevelopment of those parcels on Geary Street which are blighted, but does not require the acquisition and clearance of all existing structures. The proper development of the strip can provide needed parking facilities, service and pedestrian access to the new and existing commercial properties, and effectively serve as a buffer between the expressway and neighboring residential areas.

Special types of use (office, laboratory and professional buildings) have been given two full blocks and a fraction of another, where the location is suitable for commercial uses of city-wide character. Because of its easily reached central location and existing development, the Geary area has several such sites, especially suitable for office buildings associated with the administration of professional, publishing, insurance and related activities, medical laboratories and clinics, and cultural and educational institutions.

c. Public Uses

Fifteen acres of public facilities are shown within the project area, a net increase of six acres. Girls High School is being converted to a junior high school on an extended site. The School District has acquired land just east of the school along Geary Street, is constructing a gymnasium for boys there, and plans to provide a cafeteria. In addition, just outside the project area on the south there is shown a proposed further extension of the school playground to provide space for softball and field sports suitable for a junior high school physical education curriculum. O'Farrell Street would be closed to traffic in these blocks to enlarge the area and to improve access to and from the school. The facilities would be available to the rest of the community after school hours.

The second major facility proposed along Geary Street between Steiner and Scott Streets is a recreation center, to include a swimming pool, auditorium, and clubrooms. A conflict between heavy traffic and the various recreation requirements has led to reconsideration of plans for this area. The new plans here proposed for the center should be an improvement on the original plan.

Originally the center was proposed for the eastern portion of Hamilton Playground, and in the improvements currently being made to the playground surface the eastern portion is being developed only for open use, permitting conversion to non-recreational use without abandoning costly

improvements. But the Geary Street widening also will take land from the playground, and a strip of the playground along Geary Street also is being developed for only temporary use. The widening would take almost an acre and a half from the 5.4 acre area, and if the buildings were to be placed in the eastern half of the playground would occupy a large part of the two acres left there.

Instead of placing the new facilities in such a constricted area it is proposed that a site be acquired south of Geary Street adjacent to the extended junior high school, and that the major recreational facilities be located there. This location will make them more easily accessible to the principal concentrations of population in the Western Addition and permit use of the swimming pool during school hours, looking toward an objective of the Board of Education that graduates of junior high schools should know how to swim. The grouping of School-operated and Recreation-operated facilities side by side will make possible much more rounded programs for each, and will make unnecessary constant crossings of a widened Geary Street by school children going to and from the pool.

The plan provides for a net increase of 2.4 acres for public recreation facilities at the community center within the project. The entire recreation center is included in the project area since redevelopment powers may be required in arranging the series of land transfers needed so that construction of the center and the widening of Geary Street, both of which have already been proposed as part of the Capital Improvement Program, can be accomplished. The proposed extension of the junior high school playground is not included in the project area since it is a project which can be handled directly by the School District without participation by the Redevelopment Agency.

Extension of the cramped site of the Raphael Weill elementary school at Buchanan and Ellis Streets is proposed across these two streets, which would be closed to traffic. This and the inclusion of additional land, will increase the area of the site now serving between 600 and 700 children from a substandard 1.3 acres to three acres, the recommended minimum size of San Francisco elementary school sites.

A new fire station is proposed just off the Geary Street Expressway on Webster Street. A new fire station will be required with the demolition of two very old ones in the project area. One of the old structures will have to give way for the widening of Geary Street between Divisadero and Broderick Streets, and the other, on Ellis Street between Octavia and Gough Streets, would be inappropriate in the midst of new residential development. The proposed location will put the fire equipment in the best possible location for quick response to a wide area, via Geary Street and Webster Street itself, which is eventually to be widened south of Geary Street to major thoroughfare standards.

4. Residential Development Standards

The development standards for the redevelopment of Project Area Number One are intended as guides to the development of a desirable living environment assuring essential amenities for each dwelling unit.

The pattern of blight in the Western Addition includes the serious overcrowding of structures with inadequate sanitary and cooking facilities and lacking access to sufficient light and air. As described previously, the traditional pattern of development, based upon the uniform gridiron arrangement of rectangular blocks, has established the long narrow 25' x 137.5' lot, with the long dimension running north and south, as the basic unit of property ownership. This has been a restriction upon design and, with continued conversion, has resulted in a living environment with the specific disadvantages previously described. One of the undesirable results of crowding more and more families into buildings on narrow lots has been a serious deficiency of light and air. According to the 1951 survey of housing conditions 40 per cent of the residential structures in the Jefferson Square Area possessed substantial to extreme daylight obstruction; in each of these buildings a majority of the rooms required the use of electric lights on a clear day. Daylight deficiencies in these areas are equalled by inadequate access to sunlight. As most of the deep lots run north and south, many dwelling units have windows only on the north and receive no direct sunlight, while others face on narrow "light courts". The Preliminary Plan proposes better spacing, coverage, height and bulk standards and assumes a more efficient lot pattern when the area is resubdivided.

The objective of good site design is the provision of essential amenities for all dwelling units. These amenities include privacy, adequate natural light and ventilation, a pleasant outlook, safe and quiet areas of sufficient size for outdoor living in pleasant surroundings remote from traffic, safe and convenient access to each dwelling and to neighborhood facilities, and adequate nearby parking facilities.

Formulation of standards to guide development toward these objectives has required study of well established environmental standards and their application to local conditions. Studies were made of San Francisco's building and planning codes, the Federal Housing Administration's minimum property requirements, environmental studies of the American Public Health Association, and recent experience in the design of new residential construction in San Francisco and elsewhere.

Consideration of these as they would apply in the Western Addition after reconstruction has resulted in the following standards which have been followed in the suggested site development scheme shown in Plate 1 and in the building types illustrated in Plates 2, 3 and 4.

a. Building Spacing and Height. All structures in M-4 (medium population density) residential areas on the slopes are restricted to a maximum height of 40 feet (generally three stories above garages). This limit is meant to preserve the outlook from the buildings on the hilltops, and is the present height limit in several other parts of San Francisco as well as the building code limit for occupancy of frame structures. It is in accord with the zoning proposals now being considered by the City Planning Commission.

In determining adequate spacing between buildings consideration was given to the need for as great a space between facing windows as between those which face across most San Francisco Streets. FHA standards, and recent large residential developments in San Francisco also were carefully studied. The conclusion of these studies is that, within the project

Plate 2

ARCHITECT'S PERSPECTIVE SKETCH OF SUGGESTED
TALL BUILDINGS

This sketch shows some of the types of tall apartment buildings which might be constructed, under the Plan, in the "M-5" or high density area which is at the top of the hill on either side of Geary Street from Octavia Street to Gough Street.

In this area there is room for a limited number of apartment buildings providing small apartments convenient to transportation, shopping, and the downtown area. A small shopping center with space for professional offices above the stores is a focal point for this area, as indicated in Plate 1.

Cars are conveniently parked within some of the buildings and in nearby garage compounds and parking bays. The outlook from the tall buildings is preserved by limiting to 40 feet the height of buildings on the surrounding slopes. Privacy within the dwellings and outlook between the buildings is protected by the requirement that at least one side of every apartment be at least 60 feet away from any other building of three or more stories.



Architect's perspective sketch of suggested TALL BUILDINGS

area, there be a distance between at least one side of each dwelling unit and the nearest facing building of at least 40 feet for two-story buildings and 60 feet for taller buildings. These are considered minimum standards for privacy and daylight.

b. Building Coverage. To maintain open space for light, air, outlook, and outdoor living it is proposed to restrict the area covered by buildings including garages on each parcel to 50% of the total land area of the parcel.

c. Usable open space. The need for accessible open space for each family in residential areas of high density requires that there be open space available in each block or superblock, and that each dwelling unit have usable open space across its own threshold or otherwise easily accessible, in the form of ground space, balcony, or roof terrace. It is recommended that, in later stages of planning, procedures be established to assure that usable open space is emphasized in the plans of individual dwelling units, and that larger areas of usable open space be available in each block and superblock. Probably not less than 25 per cent of the block or superblock should be in this form.

d. Parking. Recognition of the importance of the automobile in the urban environment demands provision of adequate parking facilities for all dwelling units. Surveys conducted in San Francisco in 1951 showed that 85 per cent or more of the occupants of new apartments desire to rent a garage. Because of the convenience of nearby transit and the area's close proximity to the downtown area the ratio of parking spaces to dwelling units can be lessened somewhat in the Western Addition. Accordingly, while the Preliminary Plan recommends as a standard that as many parking spaces be provided as dwelling units, only two-thirds of these need be under cover.

e. Population Densities and Building Intensities.

The California Redevelopment Law requires that the Preliminary Plan state the population densities and building intensities proposed as the basis for redevelopment. These are shown in Table 2:

Table 2

POPULATION DENSITIES & BUILDING INTENSITIES
FOR PROJECT AREA NUMBER ONE, WESTERN ADDITION

<u>Residential Classification</u>	<u>Building Intensity</u> (Minimum Lot Area per Room)	<u>Population Density</u> (Approximate Range, Persons per Net Acre)
M-4	200 square feet	70 to 180
M-5	150 square feet	190 to 250

Under provisions of the zoning proposals a redevelopment project area can be accorded the status of a Planned Unit Development which would allow certain standards to be exceeded if others are more than adequately met.

Residential development which will meet the standards stated above for height, spacing and coverage of buildings, and for parking of cars, generally will not have an excessive "building intensity" or "population density" under the limits shown. For instance, the residential development shown in Plate 1 and shown in perspective in Plates 2, 3, and 4 meets the general standards of intensity and density as well as the specific minimum standards governing buildings and parking. But building designs which do no more than barely meet each one of the minimum standards will generally not meet the requirements governing intensity and density.

5. Suggested Site Development. The suggested site development shown in Plates 1 through 4 is at once a test of the standards and intensity and density requirements, and a set of suggestions for actual development. The requirements shown in the official Preliminary Plan (the Appendix) were not formulated until it was clear that they permitted development which would be economically and visually successful.

The Preliminary Plan calls for the preservation of the rectilinear street system, although it overcomes the objections to the "gridiron" type of rectilinear system. This is economical and also sets a meaningful pattern. Within the blocks, the question arises whether to follow a new approach in the spacing and arrangement of lots and buildings. Provision was made for varying density and building types, from the taller buildings in the hilltop blocks, to the lower ones on the slopes.

In general, the less an area is cut up the easier it is to adapt it to the requirements of large, tall buildings. The large buildings shown in Plate 2, together with garage areas, can be accommodated easily in the large areas assembled by closing streets and alleys. The extra value of such large areas shows up in what appraisers call "plottage" and in the living qualities of a large area free of traffic.

On the hilltop in the vicinity of Octavia and Geary Streets there are all the factors of outlook, accessibility and convenience which encourage high-density development. Densities as high as 250 persons per net acre can be achieved under the standards with buildings of 6 and 13 stories, as shown in Plate 2.

Informed opinion differs greatly on the extent of the immediate market for tall buildings, some extremists insisting that all near-in locations should be built to house more people than ever before, while others argue that successful financing of tall buildings is rare, especially when compared with the active market for lighter frame, less costly, walk-up apartments.

After consultation with informed real estate specialists, and after consideration of a sample survey of consumer opinion, the area available for high density apartments in the project was limited so that such construction, along with any other high buildings likely to be built in San Francisco in the next five years, would not exceed the usual proportion

Plate 3

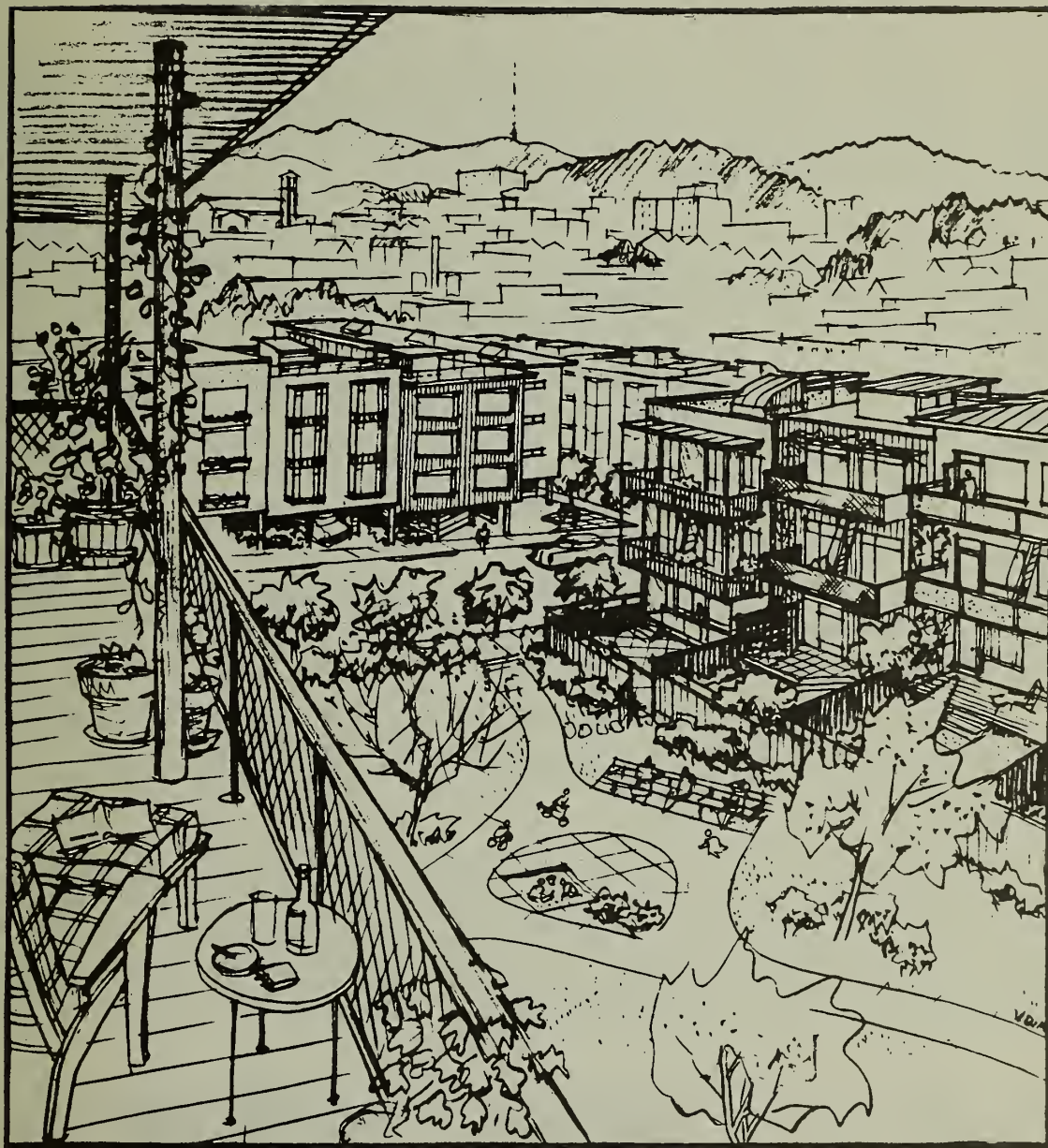
ARCHITECT'S PERSPECTIVE SKETCH OF SUGGESTED
MEDIUM HEIGHT BUILDINGS

This Plate shows how a typical Western Addition block can be developed for walk-up apartments and flats. The spacious court and enclosed gardens shown would be provided where development follows the "four-finger" pattern illustrated in several blocks, Plate 1.

In Plate 1 the apartment buildings are shown on deep lots running back from mid-block street frontages. The smaller buildings with four to six flats are built along the other street frontages, enclosing the block on the windward sides.

The courts which run between apartment buildings or between apartments and rows of flats, provide as much space for light and air as would be available if a street ran between the buildings, but instead of carrying traffic the area is planted and available for recreation. Every flat and apartment receives direct sunlight and has an outlook on a court.

There is space on the ground floor of these buildings, which are located on sloping ground, to park at least two thirds as many cars as there are dwelling units. Other parking space is available for guest parking.



Architect's perspective sketch of suggested
MEDIUM — HEIGHT BUILDINGS

built during a five year period in San Francisco.* The proposed proportion of apartments in large apartment houses is greater, according to the survey, than the proportion of San Franciscans living in new housing who prefer large, tall buildings. Just under 40 per cent of the population "holding capacity" of the project area might be housed in the larger buildings. This is about equal to the present proportion living in the Western Addition in apartment houses of ten or more dwellings.

In the plan, the sites for tall buildings permit them to be grouped conveniently around the small neighborhood shopping center on the top of the hill. Cars are parked within some of the buildings, in garage compounds, and in parking bays along the street.

The site development shown in Plate 1 incorporates several solutions of the block development problem raised where medium height buildings are to be constructed. Among the medium density types are the medium height buildings shown in Plate 3 and the low buildings shown in Plate 4.

The primary site requirement for large, tall buildings is a large amount of space. The medium height and low buildings raise different problems. One of their basic advantages is the smaller investment required and thus the opportunity for wider participation by investors with limited resources. But their smaller size makes it difficult for the two, three or four-family flat to utilize efficiently the central part of a block. The four-finger plan shown for a number of blocks in Plate 1 presents one type of solution. The official Preliminary Plan (in the Appendix) does not show the detailed layout within the blocks. That is subject to further study by Redevelopment Agency, but is indicated in Plate 1.

All along three of the four block frontages there are shown small buildings having no more than six flats apiece. These enclose the block on three sides. Walk-up apartments are built on deep lots running from mid-block frontages on the fourth side.

Within the block are left spacious courts, between walk-up apartment buildings and between them and the rows of flats. These courts are at least 60 feet wide, to meet the standards in the Preliminary Plan. Within the courts a portion may be set aside as private open gardens for the occupants of the flats. Under the four-finger plan every dwelling unit receives direct sunlight and has an outlook on a court.

Plate 1 shows that under the four-finger block plan, flats occupying lots as small as the city's minimum of 2,640 square feet can be accommodated, together with the larger lots for walk-up apartment buildings. In both these types of buildings cars can be garaged on the ground floor. Because of the sloping ground some of the buildings may rise as high as three stories over the garage floor and still require a climb of only two flights above the entrance on the uphill side of the building.

* Reported in Preliminary Report Showing Results of Surveys to be Used in a Subsequent Report on "The Market for Housing in San Francisco: Its Relation to Redevelopment." (Available at office of Department of City Planning) The survey covering 1200 families was planned by the Redevelopment Agency and Department of City Planning and the interviews were conducted and the preliminary tabulations proposed by the Western Research Institute. The survey results are available in the office of the Department of City Planning.

The block plan is greatly improved where two or more blocks are combined in superblocks, giving to still more of the dwellings the benefit of a location on quiet, partially enclosed courts. In the cases where four blocks are united into one superblock it is necessary to re-introduce driveways or even short streets for access, but these are designed to discourage through-traffic.

The buildings shown in Plate 3 for the M-4 area achieve a density of 145 persons per acre, a remarkably high figure for walkup apartments with so many amenities. It is possible that even somewhat higher densities may be achieved in frame walk-up apartment buildings without sacrifice of standards. At the same time, experience has shown that at least some of the owners will develop their land at densities less than the maximum of 180 permitted.

The minimum density of 70 persons per acre would be reached with a development of small structures as illustrated in Plate 4. These might be clustered near Raphael Weill school. While only the Metropolitan Life Insurance Company has built this type of development on a large scale in San Francisco (in the original development at Parkmerced, constructed 1941-1943), others have shown an interest in it. It is essentially a row house development in which the individual houses are made available for rent. Plate 1 shows in one block a large-scale development of 35 units and in another, seven lots 65 feet wide and of varying depth with four to six houses each.

The small "income properties" of four to six units may prove to be especially popular with people who wish to live in one and rent out the others. Construction of a development at 25 to 50 units, such as the one shown, might be particularly appropriate for financing as a cooperative, possibly under the liberal mortgage insurance provisions available to such developments from the Federal Housing Administration.

The rental row houses are planned for family living. They are shown in (or across the local street from) the superblock which hugs the base of the hill and includes Raphael Weill School, Jefferson Square, and the neighborhood shopping center. The houses are assumed to have three bedrooms. Most are shown as having gardens facing in a southerly direction to catch the sun. The grouping of the buildings and the garden walls assure wind protection. The small gardens, scaled to San Francisco living, are supplemented by park-like areas which might be maintained by an association of the property owners in the blocks. Garage space is shown as available at the front of some lots, and under those buildings which are on a slope.

6. Population to be Housed.

While the environment in the 26-block project area will be very different after redevelopment, the number of people housed may not be greatly different. Table 3 which follows indicates the estimated existing population and the proposed population holding capacity for the project area under the Preliminary Plan, as well as for the adjoining new public housing developments.

Population holding capacity is the maximum number of persons who can reside in the project area at the maximum density permitted under the standards. The holding capacity achieved by providing the varying types of dwellings shown in Plate 1 is somewhat less. The latter is not meant to achieve maximum density of population permitted under the standards. Rather, it is

Table 3

POPULATION HOLDING CAPACITY UNDER PRELIMINARY PLAN
And Illustrated in Plate 1

	At Present	Proposed
<u>Population, Redevelopment Project Area</u>		
Population Holding Capacity under the Preliminary Plan	8,000	7,370
Population Holding Capacity Illustrated in Plate 1*	8,000	6,000
<u>Population, Project Area plus Public Housing</u>		
Holding capacity under the Preliminary Plan	8,800	9,370
Population Holding Capacity Illustrated in Plate 1*	8,800	8,000
<u>Average Density of Population in Residential Area of Project</u>		
In Entire Residential Area of Project	204	166
M-4 Area		70 to 180
M-5 Area		190 to 250

* The site development shown in Plate 1 is designed to illustrate a variety of building types fully meeting the minimum standards set forth in the Redevelopment Plan; no attempt has been made in it to show the maximum development permitted under the standards; for this reason the population holding capacity of the buildings in Plate 1 is less than that in the Preliminary Plan itself.

designed to test the Plan and to indicate some of the variety in building types which meet the requirements of the Plan. The proposed low rent public housing projects and the redevelopment project areas, taken together, will provide space sufficient to house 9,300 people under the standards proposed. The suggested site development shown in Plate 1 indicates how as many as 8,000 can be accommodated in the same projects, well within the standards. (Note that the one population figure is only 500 above, the other only 800 below the present population). The actual population will of course depend on the types of privately financed building actually built within the density range proposed and the intensity of occupancy in those buildings.

The Preliminary Plan permits a density of population about the same as at present but introduces a superior development pattern. The plan makes possible a population density in keeping with the advantages of the highly desirable central site, and at the same time provides needed public improvements to serve the community and the entire city.

7. Commercial Development Standards.

Building intensities proposed for commercial areas are those suitable for facilities serving the desired functions, with adequate provision for off-street parking. The following standards are established in the Plan:

Table 4

STANDARDS FOR COMMERCIAL AREAS

	<u>General Commercial</u>	<u>Community Shopping</u>	<u>Neighborhood Shopping</u>	<u>Office, Laboratory and Professional</u>
Minimum Lot Area In Square Feet	2640	2640	2640	22,000
Floor Area Ratio	5 to 1	3.6 to 1	2.4 to 1	2.4 to 1
Parking Spaces per Square Foot of Floor Space	1 to 1000	1 to 500	1 to 500	1 to 300

Appropriate standards are set for each of the four types of commercial area. Minimum lot areas are established, in no case less than the minimum of 2,640 square feet adopted by the Board of Supervisors. Large lot areas are required where it is desirable to have large, unified developments. "Floor area ratios" are established to control the bulk of building placed on each site, so that buildings will not deprive their neighbors of light, air, and uncongested street access. The floor area ratios are those proposed as part of the comprehensive zoning amendment now being considered.

Plate 4

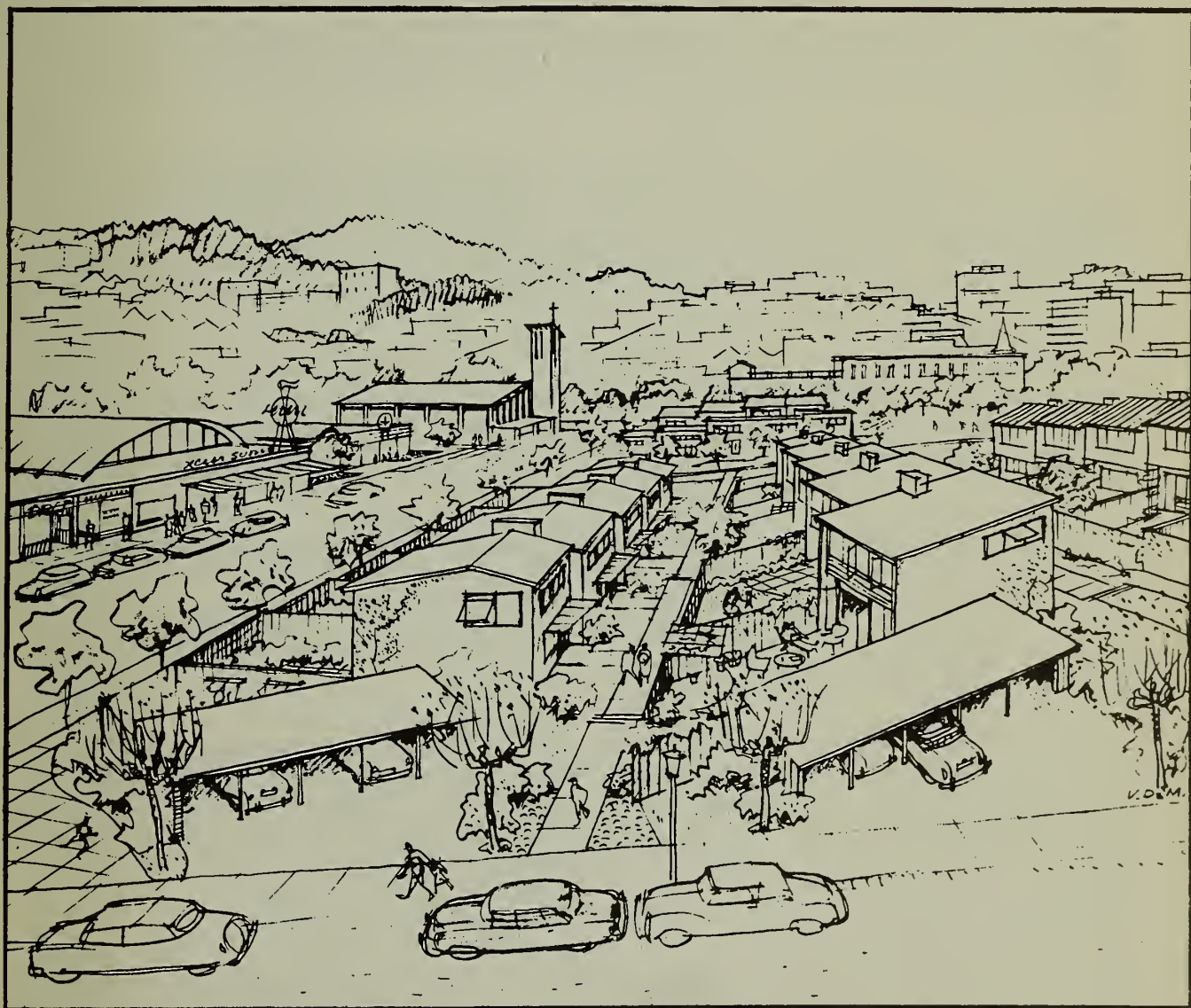
ARCHITECT'S PERSPECTIVE SKETCH OF SUGGESTED
LOW BUILDINGS

Plate 4 shows small houses, each with its private garden, built in short rows of four to six dwellings. These are shown in plan, in Plate 1, near the Raphael Weill Elementary School and convenient to a neighborhood shopping center.

Gardens are shown facing in a southerly direction to catch the sun. Grouping of the houses and rows and the arrangement of garden walls provide wind protection and privacy. The small gardens, which are scaled to San Francisco living, are supplemented by larger open spaces.

The lots illustrated in the Plate are 65 by 130 feet, providing a dwelling for the owner and four or five units for rent, with a garage at the street frontage for residents' cars.

Another possible arrangement of these "rental row" houses is shown in Plate 1 in an area on the other side of O'Farrell Street. This arrangement illustrates a way of grouping a number of such houses around a courtyard. In this type of development the residents would all rent from one owner or would own an interest in a cooperative.



Architect's perspective sketch of suggested LOW BUILDINGS

A sufficient number of parking spaces are required for each lot so that owners of neighboring properties will not be deprived of offstreet or on-street parking space for their customers. The standard governing the minimum number of parking spaces for a given floor area varies with the type of commercial development. The standard is set high for "office, laboratory, and professional" buildings which seek a location within the project partly because they need more parking space than they believe they can afford further downtown. The standard is one parking space for every 300 square feet of floor area in the buildings. Since each parking space takes up about 250 square feet, and since almost as much additional must be provided for truck loading, landscaping and walks, this requires more land in open space than is used for buildings.

In the neighborhood and community shopping districts, also, it is important that there be sufficient parking spaces. The requirement of one parking space for every 500 square feet of floor space generally means that one story commercial development can be built on not much more than half the land, the rest being used for parking, truck loading, landscaping, etc.

To the extent that higher buildings with more floor space are constructed in these areas more land is to be devoted to parking, or parking is to be provided inside or on the roofs of buildings. These standards conform with up-to-date practice in San Francisco (which has been studied and made the basis for these standards).

"General commercial" developments are largely wholesale and automotive businesses, and less of the floor space tends to be used by customers, more for storage of bulky auto parts and vehicles themselves, as stock-in-trade. Based on experience in such areas a reasonable minimum standard is one parking space (not including vehicles as stock in trade) for every 1,000 feet of floor space.

The standards for the fourth type of Commercial development--office, laboratory, and professional--are set to make them attractive for certain types of enterprises requiring rather large sites. These have sometimes found San Francisco a difficult place in which to locate. San Francisco attracts to its central financial and shopping districts activities which require especially convenient access to many other establishments. There are also activities for which a San Francisco address is valuable and for which easy access downtown is essential, but for whom downtown ground rents are too high. Because these activities need more area for customer parking than they can afford downtown, a location is preferable a mile or so nearer the center of residential population, or, in the case of medical buildings, a location is needed which is central with respect to the city's hospitals as well as to the resident population.

Recent experience in the Bay Area has emphasized extreme situations where locations not even served by rapid transit have attracted important economic activities. In these, land is available only in large parcels, and each establishment is assured that every other one will provide fully for its own parking need (and thus not congest the streets or one another's off-street parking facilities), and that the appearance of the area will be protected.

While not proposing that a minimum size of two acres be required of each site, as in some of these outlying areas, the Plan for the Geary Area is intended to preserve the office, laboratory, and professional district for development which will occupy a site at least as large as the frontage on the narrow end of a block. For this purpose a minimum area of 22,000 square feet is proposed. The ratio of floor area to lot area is held to 2.4 to one. Parking space is assured by the requirement of one stall for every 300 square feet of floor space, which should appeal especially to establishments desiring to provide free parking for their patrons and employees but not wishing such facilities to be congested by others.

8. Conformity With the Master Plan

The proposed redevelopment of Project Area Number One conforms to the Master Plan of San Francisco. The distribution of land uses proposed by the Preliminary Plan (see Plate 1) follows the broad recommendations for this area in the land use section of the Master Plan. It also accords with the City Planning Commission's reports finding individual public projects in conformity with the Master Plan. The widening and expressway treatment of Geary Street is an intrinsic element of the adopted city-wide Trafficways Plan, another major portion of the Master Plan. Other features of the Trafficways Plan with which the Preliminary Plan has been kept in conformity are the indication of Divisadero and Webster Streets as major north-south thoroughfares. Designation of Gough and Franklin Streets as a pair of one-way streets is in conformity with the recommendations of the One-Way Street Plan, adopted as part of the Master Plan. This has already been put into effect.

In addition to the above major considerations, other proposals of the Preliminary Plan are also in conformity with the Master Plan and with proposals listed in the Capital Improvement Program. Thus, the principle of expansion of recreational and educational land uses in the Western Addition exemplified by proposals for enlarged recreation and school sites, is part of the land use section of the Master Plan. The conversion of Girls' High School to Benjamin Franklin Junior High School on an extended site and the expansion of recreational facilities in the Hamilton Playground area are both listed in the Capital Improvement Program.

The rebuilding program is, then, fully in conformity with the Master Plan.

D. FURTHER IMPROVEMENT OF THE GEARY AREA
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1. Relation of Project to Geary Area

Widening of Geary Street, modernization of the local street pattern, and reconstruction of 80 per cent of the existing buildings in a 26-block adjoining area (including the development of a Community Center and the rebuilding of the whole hillside between Geary Street and Jefferson Square) constitute a really large combined program.

The provisions of the State Community Redevelopment Law are essential to this program, even though there are funds available for building several of the individual projects. The Redevelopment Law makes it possible to vest land ownership in a public agency while the street pattern is being modernized, and the Law also makes possible the reassembly of the resulting land fragments into parcels of appropriate size and shape to attract new development. Federal legislation makes the California law an immediately useful means for rebuilding blighted areas by providing financial aids which permit the Redevelopment Agency to absorb the difference between the combined cost of land and building and the sale price of land after the deteriorated buildings have been demolished.

Now that the Planning Commission has formulated the Preliminary Redevelopment Plan, the Redevelopment Agency can further develop the program as required by law for submission to the Board of Supervisors. Under the California Community Redevelopment Law, the following steps are called for:

- a. Presentation to the Board of Supervisors of the "Tentative Plan" by the Redevelopment Agency. The Tentative Plan is based upon the Preliminary Plan incorporated in the present report. Under the Law a financial analysis must be made, including a statement of rent ranges indicating the general character of the development. The Agency holds one or more public hearings on the Plan. Modifications may be made in the Preliminary Plan and alternative plans may be considered. Provision is made for review by the City Planning Commission of changes and alternative plans. (Community Redevelopment Law 33560).
- b. Adoption of the Plan by the Board of Supervisors after an additional hearing. Alternative plans may be considered. (Community Redevelopment Law 33561).
- c. Formulation by the Redevelopment Agency of the Final Plan, including provisions for participation in the Plan by owners of property in the project area. (Community Redevelopment Law 33700).
- d. Adoption of the Final Plan by the Board of Supervisors after consideration of alternative plans; after considering the evidence and testimony; and after finding that adequate permanent housing facilities will be available (and that pending development of such facilities there will be adequate temporary housing facilities at rents comparable to those in the community at the time of displacement). (Community Redevelopment Law 33730 - 33746).

Provision is made for review by the Department of City Planning to coordinate the program with the Master Plan and the plans of other agencies. Provision is also made for frequent consultation with property owners to encourage their participation. Various financial safeguards are required under the Law at the time the Board of Supervisors adopt the Final Plan.

Other and additional procedures are required for the other departments which have proposed improvements in the project area. Some of their projects are just outside the Area but will also be effective in clearing blight and in contributing to reconstruction. All the projects will make important contributions to the rebuilding of the Geary Area. In addition, such development may be expected to start a "chain reaction" of further improvement as owners and investors who were formerly discouraged see new opportunities. The areas so affected can best be delineated by reference to the Project Area, and to the nearby construction and reconstruction projects described below.

2. Construction and Reconstruction: Capital Improvements

(a) Schools. The School District is already clearing an area along Geary Street next to Girls High School. This has been included in the project area to cover the possibility that land transfers of some sort with the Department of Public Works or with the Recreation and Park Department may be required. However, that extension is only part of the extension required in the development of a junior high school. In order to meet school playground standards further extension of the school playground southward outside the project area is provided for in long term plans for the Western Addition.

With the stabilization of the Western Addition as a place for families to live, the further extension of the playground will help to accommodate them in a healthy environment. An additional blighted area will be cleared in the process.

(b) Low-rent Public Housing. Another program which will clear blight in the Geary Area but which, like the school extension, can be accomplished without invoking the Redevelopment Law is the program of the San Francisco Housing Authority. By law, the area acquired under the Redevelopment Law is not available for use as public low rent housing.

In the spring of 1951 the Board of Supervisors approved two sites for public low-rent housing in the Western Addition, as shown in Plate 1. These are located close by the project area. Like the extension of the junior high school, they will clear blighted areas and will help to improve the Geary area. The two sites are well related, in their respective neighborhoods, to schools, playgrounds, parks, and transit routes. One of the proposed areas for public housing, directly west of Jefferson Square, is adjacent to the proposed extension of Raphael Weill School and playground, to the proposed neighborhood shopping center, nursery school, and church.

The second site is north of Turk Street and west of Pierce Street, directly south of the proposed extension of Benjamin Franklin Junior High School and adjacent to but not fronting on Divisadero Street.

The two projects will cover a combined area of nearly eight acres. The Housing

Authority proposes the location of approximately 600 permanent low-rent dwelling units housing about 2,000 persons on these sites. In general, the buildings will be multi-story, high density structures. They will also form a portion of the buffer between new private development in Project Area Number One and existing older neighborhoods to the south.

By providing housing for families with low income the public housing projects will serve to maintain a broad population base in the Geary Area, and will play a major role in rehousing persons displaced by redevelopment. Under the law arrangements are made to give them preference in public housing.

3. Improvement Without Reconstruction

Rehabilitation refers to the restoration of individual structures to meet standards of livability in conformity with the State Housing Act and the municipal building code. It is also the securing of sufficient land about a building to provide necessary amenities, including access to light and air, private open space, and parking facilities for each dwelling unit.

Rehabilitation is a most useful method of halting the continued deterioration of a neighborhood and of correcting deficiencies and trends which contribute to decay. Generally, the blighting influences are similar to, although less severe than, those in areas which require complete clearance and reconstruction. Areas which can be rehabilitated usually possess a number of positive features: A majority of structures are in good or salvagable condition; a relatively high proportion are owner-occupied; conversions within buildings are not numerous; overcrowding of the land is not excessive and there are fairly stable or new residential areas nearby.

In addition to structural deterioration, areas suitable for rehabilitation may suffer from a scattering of small retail establishments in the first floor or basement areas of residential buildings, inadequate amounts of public open space, and an unsatisfactory street system, including an undifferentiated street pattern which fails to channel through-traffic on a few major streets.

Rehabilitation can employ the Redevelopment Law, with special emphasis on local group participation by property holders, tenants and merchants. Rehabilitation can be particularly useful in raising neighborhood standards in areas which have not as yet become so blighted as to require complete clearance and rebuilding.

The Project Area was carefully examined for opportunities to rehabilitate rather than reconstruct. The most encouraging blocks were intensively studied with this in mind. Practical necessities, however, limited the buildings to be preserved to rather widely separated ones covering only 20 per cent of the area.

While there are no entire blocks inside the Project Area where rehabilitation would be more advantageous than reconstruction, there are blocks adjacent to the Project Area in which rehabilitation can be an important part of further improvement of the Geary area. The following comments concerning these blocks are not part of the Preliminary Redevelopment Plan and are not advocated by the City Planning Commission. The suggestions are made for consideration by residents and merchants in the area, and by their organizations.

(a) The Divisadero area. The area south of O'Farrell Street and between the proposed school extension at Scott Street and the Anzavista development west of St. Joseph's Avenue (see Plate 1) is indicated as a possible area for future rehabilitation. While the neighborhoods further east have deteriorated too far to be rescued by anything less than thorough clearance and reconstruction, blight has not as yet so thoroughly enveloped this area and its charm and livability can be restored by measures less drastic, and less expensive, than complete clearance and reconstruction. Preliminary study suggests, however, that the Redevelopment Law probably would have to be involved to accomplish this, at least in some of the blocks.

The Divisadero Area includes portions of the two neighborhoods which are located on either side of Divisadero Street. Not all the area is badly blighted, particularly in comparison with the project area. West of that street, deterioration is mixed with examples of resourceful individual rehabilitation.

Existing residential structures in the area are representative of all periods since the 1870's, including large Victorian homes, small cottages, and multiple units dating from the 20's and 30's. Buildings are not as crowded as in areas to the east, and conversions to commercial use are generally restricted to residences along Divisadero Street.

Further study of this area would produce more detailed recommendations concerning desirable action. Preliminary study, however, suggests the following:

1. Removal of substandard structures and a few other buildings to provide needed open space. More light and air would thus reach remaining structures and the open space could be used as gardens and tot lots.
2. Closing or narrowing some of the streets to discourage through traffic, and to make more space for tree planting and parking bays, without interfering with access to existing garages or with sub-surface utilities.
3. Concentration of commercial development by removing or remodeling deteriorated buildings containing stores.
4. Enforcement of building code and fire regulations to prevent shoddy and unsafe conversions.
5. Modernization of individual structures.

Public as well as private action probably would be required to accomplish any of the first four points. Number 5, however, might be done largely or even wholly through private action. Public action on the first four would stimulate private modernization and encourage owners in the area. At least one-half of the structures are owner-occupied and there should be considerable interest both in private remodeling and in other improvements.

Of course, even where public action is ultimately required, private organizations such as neighborhood improvement associations are essential in

encouraging owners to make improvements and in calling upon city departments and others to take the necessary steps for the rehabilitation of the area.

The Divisadero area can pioneer in area rehabilitation in San Francisco, in which experience can be gained by public agencies and home owners alike in methods of protecting and improving older neighborhoods. Such experience is needed if the spread of blight in other parts of the city is to be arrested.

Rehabilitation of the Divisadero area may be one phase in rebuilding the Western Addition, closely linked to the Preliminary Redevelopment Plan for Project Area Number One and to the improvement of the Fillmore area. Completion of these programs would broaden the band of good physical development across the entire Western Addition from Anzavista to Van Ness Avenue.

(b) The Fillmore Area. The area within a block or two on either side of Fillmore Street (Plate 1,) is the site of the Western Addition community shopping center. On either side of Fillmore Street, to the rear of the shopping district, is a considerable area of blighted residential structures. Future improvement of the Fillmore area requires rebuilding these primarily residential blocks as well as finding solutions leading to the desirable improvement of the shopping district proper.

The Fillmore area includes portions of two neighborhoods bisected by Webster Street. Perhaps in connection with future widening of Webster Street some of the generally poor residential structures in this area could be rehabilitated, some wholly rebuilt, using the Redevelopment Law.

A major problem facing the Fillmore shopping district is traffic and transportation congestion. In large measure this is due to a lack of off-street parking and loading facilities. The street area of Fillmore Street, although presenting a bustling and busy appearance, is the site of continual competition for space by automobiles, trucks, and transit vehicles. Pedestrians, too, are inconvenienced by being required, at short intervals, to cross streets carrying heavy east-west traffic. Off-street parking is greatly needed by shoppers as well as by those attending church, or going to movies, bowling alleys, and other places of entertainment, especially numerous in the area between Geary and Eddy Streets.

A primary means of relieving traffic congestion on Fillmore Street is the elimination of through-traffic. It is proposed that Webster Street eventually be widened to major thoroughfare standards as recommended by the approved Trafficways Plan. When Webster Street is able to accommodate through-traffic, Fillmore Street will be more able to fulfill its commercial functions.

Off-street parking needs of the Fillmore shopping district deserve careful study and are being discussed by Fillmore Street merchants. The clearing of existing dilapidated structures in the rear of commercial buildings fronting on Fillmore Street could provide sufficient truck loading and off-street parking space, following the example of a few of the newest establishments in the area.

The effective improvement of this portion of the Fillmore shopping district involves the cooperative action of the merchants and the various

municipal agencies and departments concerned. Redevelopment will not change the face of Fillmore Street itself except at Geary Street, but should encourage those most concerned with its continued prosperity--the merchants--to improve it, aided by public improvements properly made by the city.

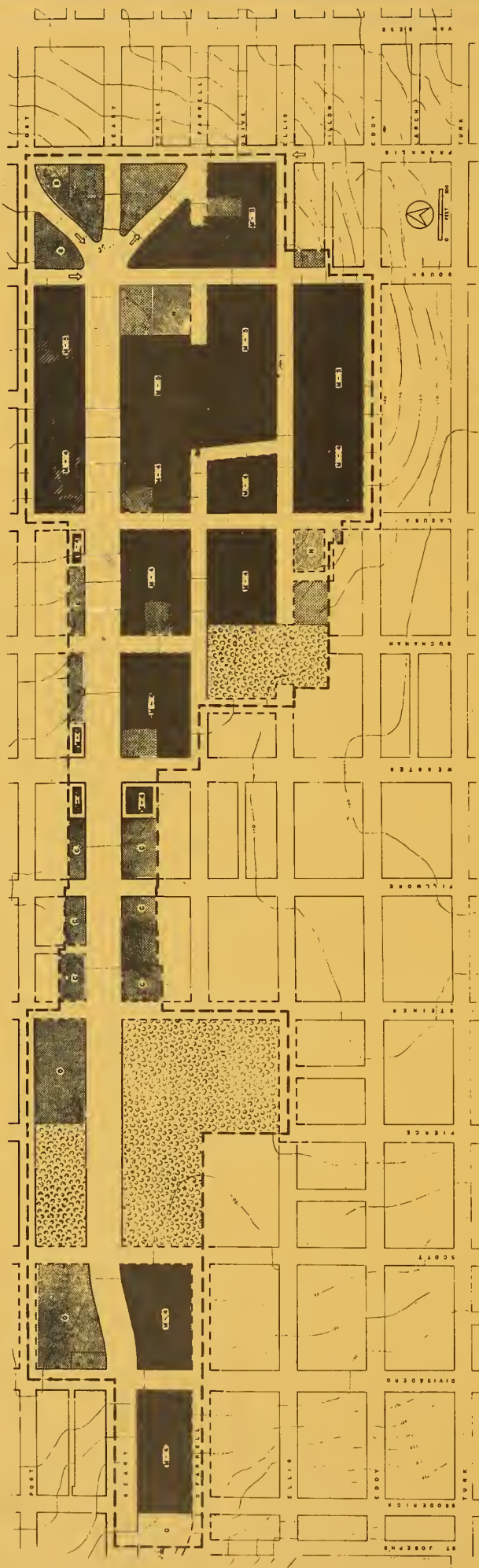
APPENDIX

The Preliminary Plan

In Two Parts

Part I -- Map

Part II -- Text



THIS MAP IS PART ONE OF THE PRELIMINARY PLAN, PART TWO CONSISTS OF TEXT

BY RESOLUTION NUMBER 3991 OF THE CITY PLANNING COMMISSION AT A MEETING HELD ON DECEMBER 3, 1951 THE PROJECT AREA SHOWN WAS SELECTED AND THE PRELIMINARY PLAN WAS FORMULATED.

Paul J. Varney
James J. Varney
 President
 Secretary



PLATE 5

PART ONE PRELIMINARY REDEVELOPMENT PLAN PROJECT AREA NUMBER ONE WESTERN ADDITION REDEVELOPMENT AREA THE SAN FRANCISCO DEPARTMENT OF CITY PLANNING IN COOPERATION WITH THE REDEVELOPMENT AGENCY

PART TWO
PRELIMINARY REDEVELOPMENT PLAN
PROJECT AREA NUMBER ONE
WESTERN ADDITION REDEVELOPMENT AREA

Under the California Community Redevelopment Law the preliminary redevelopment plan must:

1) Describe the boundaries of the project area.

2) Contain a general statement of the land uses, layout of principal streets, population densities, building intensities and standards proposed as the basis for the redevelopment of the project area.

3) Show how the purposes of the Act would be attained by the proposed redevelopment.

4) Show how the proposed redevelopment plan conforms to the master plan.

The Preliminary Redevelopment Plan consists of Part One (hereafter referred to as "the map"), and Part Two (this text). The map is entitled "Part One, Preliminary Redevelopment Plan, Project Area Number One, Western Addition Redevelopment Area," and shows proposals within the project area.

1. Boundaries of the Project Area

The boundaries of the project area are sufficiently described in Part One where they are shown by a bold dashed line. In more general terms, the boundaries of the project area may be described as including areas related to Geary Street following its proposed widening across the Western Addition, and the entire slope from Geary Street south to Jefferson Square.

The boundaries of the project area extend from a point 125 feet west of Broderick Street to Franklin Street, and from Post Street to as far south as Eddy Street between Gough and Laguna Streets.

2. General Statement

The map comprising Part One of this plan is a general representation of the basis proposed for the redevelopment. This basis may be explained and elaborated textually as follows:

a. Land Uses as Proposed

The types of land use shown on the map are classified as follows:

1) Residential: The residential land uses shown on the map include "M-4" and "M-5" types of residential development, including residential hotels. As noted on the map, certain areas shown for residential use are also suitable for parking; or for office, laboratory or professional types of commercial use.

2) Commercial: The commercial land uses include those developed to serve neighborhood shopping; community shopping; office, laboratory and professional purposes; and general commercial requirements.

3) Institutional: The institutional land uses include churches, private and parochial schools, hospitals, and other charitable, religious, educational, and cultural establishments.

4) Public: The public uses provided for include a junior high school, converted on an extended site from an existing high school; community recreational facilities adjacent to the junior high school as part of a community center development; an extended site for an existing elementary school and its playground; and a fire station.

The land uses shown in Part One of this Plan approximate the following number of net acres:

Residential	36 acres
Commercial	10 "
Institutional	5 "
Public	15 "

b. Proposed Layout of Principal Streets

The layout of principal streets as shown in heavy solid lines on the map and proposed as a basis for redevelopment, provides for greatly increasing the capacity of Geary Street as an expressway meeting the general requirements of the adopted Trafficways Plan. This project was carried in the 1951-52 to 1956-57 Capital Improvement Program. The other east-west street shown in the project area provides means of access to its residential, commercial and other development. Both these routes are planned to carry transit as well as automobiles. The principal north-south streets shown are: Franklin and Gough Streets, a pair of one-way streets as designated in the adopted One-way Street Plan; Webster Street, developed at standards as adopted in the Trafficways Plan; Fillmore Street; and Divisadero Street.

The layout of principal streets provides for sufficient routes for through-traffic, for access to the residential, commercial, and other development in the project area, and for appropriate integration with the street system of the surrounding area, and is meant to make possible the creation of large areas free of through traffic and suitable for redevelopment at high standards of safety, efficiency, and livability.

c. Proposed Population Densities, Building Intensities and Standards

Population densities and building intensities proposed as a basis for redevelopment for each of the two residential use classes are as follows:

<u>Classification</u>	<u>Building Intensity</u> (Min. Lot Area per Room)	<u>Population Intensity</u> (Approx. Range of persons per Net Acre)
M-4	200 square feet	70-180
M-5	150 square feet	190-250

The residential building intensities proposed in this preliminary plan for redevelopment are intended to meet modern development standards for adequate light, sunlight, outlook, circulation, and privacy, including:

- 1) A maximum of 50% coverage of land by all buildings.
- 2) A maximum height of 40 feet for buildings in M-4 areas.
- 3) As many parking spaces as dwelling units, two-thirds of them under cover.
- 4) A minimum distance between one side of each dwelling unit and the nearest facing building of 40 feet for buildings of two stories or less, and 60 feet for buildings of more than 2 stories in height.

Building intensities proposed for commercial areas are those suitable for facilities serving the desired functions, with adequate provision for off-street parking, and are based on the following standards:

	<u>General Commercial</u>	<u>Community Shopping</u>	<u>Neighborhood Shopping</u>	<u>Office, Labor- atory and Professional</u>
Minimum Lot Area in Square Feet	2640	2640	2640	22,000
Floor Area Ratio	5 to 1	3.6 to 1	2.4 to 1	2.4 to 1
Parking Spaces per Square Foot of Floor Space	1 to 1000	1 to 500	1 to 500	1 to 300

The above building intensities and standards will result in a good physical environment if optimum use is made of techniques of land development, building design and orientation, and overall site arrangements which produce the most efficient use of land.

The standards proposed as a basis for redevelopment include those described above and meet the requirements of local law and the purposes of the California Community Redevelopment Law.

3. Attainment of Purposes of the Law

The proposed redevelopment would attain the purposes of the California Community Redevelopment Law for the following reasons:

a) The project area comprises a part of the larger Western Addition area found and determined to be a blighted area by the Board of Supervisors of the City and County of San Francisco in Ordinance Number 5082 (Series of 1939), approved by the Mayor, August 3, 1948, and designated in this ordinance as a redevelopment area, following a report by the City Planning Commission dated December 4, 1947, recommending such action, and a public hearing held June 3, 1948, by the Board of Supervisors.

b) The proposed redevelopment would remove the blighted conditions now characteristics of the project area. The entire Western Addition has been the subject of intensive research which has served to emphasize the prevalence in the area of inadequate provision for ventilation, light, sanitation, open space and recreational facilities; obsolescence; deterioration; dilapidation; overcrowding of buildings; and a mixed character and shifting of uses. Surveys conducted in 1939, 1940, 1945, 1947, 1949 and again in 1951 have revealed various of these conditions and their effects in terms of an unsafe and undesirable living environment characterized by ill health, transmission of disease, infant mortality, juvenile delinquency, crime, accidents, fire and instability of values.

c) The promotion of sound redevelopment of blighted areas, the declared policy of the State, is accomplished by the proposed redevelopment through the elimination of blight and the development of residential, commercial and other areas properly served by necessary community facilities such as schools, parks and playgrounds.

4. Conformity with the Master Plan

The proposed redevelopment conforms to the Master Plan of San Francisco. Reference is made to previous actions of the City Planning Commission, including: 1) Resolution No. 2998, December 20, 1945, adopting a Master Plan composed of reports entitled The Master Plan of San Francisco, The Land Use Plan, Transportation Utilities, and Redevelopment of Blighted Areas; 2) Action of the City Planning Commission, July 17, 1951, adopting a Trafficways Plan; 3) Action of the City Planning Commission, January 18, 1951, adopting a One-way Street Plan; and 4) other actions relating to capital improvements in the area.

Therefore, the proposed redevelopment conforms with the Master Plan and properly relates redevelopment, and 1) the Geary Street widening, adopted on July 17, 1951, as part of the Trafficways Plan; 2) the plan to make Gough and Franklin Streets a pair of one-way streets, as adopted January 18, 1951; 3) the principle of expansion of recreational and educational land uses in the Western Addition as adopted on December 20, 1945 as part of the Land Use Plan; and 4) the capital improvements proposed for the community center, namely: a) the conversion of Girls' High School to a junior high school, listed in the Capital Improvement Program for 1951-52 to 1956-57 as in conformity with the Master Plan; and b) a Hamilton Recreation Center, listed in the same Capital Improvement Program with the comment, "It is recommended that the site plan allow for the future widening of Geary Street as proposed in the Trafficways Plan."

ACKNOWLEDGEMENTS

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Under the California Community Redevelopment Law the Redevelopment Agency and Department of City Planning each have certain responsibilities in formulating redevelopment plans and programs. The Redevelopment Agency has the benefit, under the National Housing Act of 1949, of financial aid and technical advice from the Housing and Home Finance Agency of the Federal Government.

Prior to enactment of the National Housing Act of 1949 the section of the Western Addition lying south of California Street was designated as a Redevelopment Area by the San Francisco Board of Supervisors. Studies conducted by the Department of City Planning with the aid of a Citizens Advisory Committee and with Mel Scott as consultant in charge of staff work, had recommended designation of the area and had centered attention on the eastern end of what is now called Project Area Number One, or the Geary area, in the Western Addition.

Under the National Housing Act, funds were first made available during 1950 so that technical studies could be undertaken to develop a comprehensive program of redevelopment planning. William Ludlow was made responsible to the Director of the Redevelopment Agency for these, with aid from the Department of City Planning, whose Director formed a committee for the purpose, consisting of George Duggar, Francis Violich, and Sydney Williams.

During late 1950 and early 1951 alternative plans for the Geary area were developed by Mr. Ludlow and May Steinmesch who presented their plans for discussion by an inter-agency review committee which included Director of Planning Paul Opperman of the Department of City Planning, Director James Lash of the Redevelopment Agency, and staff members of the two offices - George Duggar, Bryant Hall, Ruth Jaffe, James McCarthy, Harry Sanders, and Francis Violich.

In August, 1951 a program was prepared by the Department of City Planning stating agreed assumptions and standards and the results of market analysis completed to that time. Mr. Duggar was assigned full time as project director for the Preliminary Plan and Mr. Ludlow was assigned full-time to preparation of the Tentative Plan which, under the law includes a financial analysis. The Agency made available its staff, its consulting architects, Vernon DeMars and Albert Roller, and its consulting engineer E. Elmore Hutchison, and gave a work order to the Department of City Planning to permit establishment of two temporary positions and for other expenses required in order for it to present a completed Preliminary Plan.

For the Preliminary Plan, Jack E. Davis, Harold Gilbert, Leo Holub, and May Steinmesch worked on design, with Mr. Davis concentrating on the plan for streets and open spaces, Mr. Gilbert on the buildings and their placement, Mr. Holub on photography and on posters and plates used in presenting the plan, and Miss Steinmesch on the utility plan and on plans for rehabilitation of existing buildings.

Roy Cameron worked with the design team to maintain standards control, measuring areas and capacities of sketch designs, and analyzing them in

terms of the standards. Using sections contributed by Marie Carlberg, James Keilty, and May Steinmesch, Mr. Cameron wrote the first draft of the report. Marie Saccaro designed the cover and she and Frank Hendricks contributed to the design of the report.

All those who had participated in the earlier inter-agency review committee also advised on the Preliminary Plan except for Mr. Violich who left the Department of City Planning to join the faculty of the University of California in June, 1951. Julia B. Smith and Warner Shippee joined the Redevelopment Agency and the review group in August, 1951.

The Preliminary Redevelopment Plan has been a cooperative enterprise, and many organizations and individuals have helped, including many organizations with headquarters in the Geary area. Special mention is made of the departments of the City and County of San Francisco, including the offices of the:

- City Attorney
- Assessor
- Chief Administrative Officer
- Board of Education
- Fire Commission
- Housing Authority
- Parking Authority
- Police Commission
- Public Library Commission
- Public Utilities Commission
- Public Welfare Commission
- Recreation and Park Commission
- Department of Public Health
- Department of Public Works
- Real Estate Department

Special attention, also, is made of the help of the utility companies operating in the area including:

- Pacific Gas and Electric Company
- Pacific Telephone and Telegraph Company

